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Personnel

STAFFING CIVILIAN POSITIONS

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This manual implements AFD 36-2, *Employment and Affirmative Action* and AFI 36-2024, *Staffing Civilian Positions*. It provides guidance and prescribes operational procedures for certain types of civilian staffing and placement programs and actions. It applies to employees, supervisors, civilian personnel flights (CPF), and other management officials of the Air Force. It does not apply to GS-16, -17, -18 positions or to Scientific and Professional positions nor positions in the Senior Executive Service (SES). Staffing and placement of positions within the scope of Air Force Career Programs is in accordance with AFD 36-6, AFI 36-601, and AFMAN 36-606.

SUMMARY OF REVISIONS

This revision adds Chapter 8, The Regionalized Merit Promotion and Internal Placement Program, to AFMAN 36-203. This new chapter applies to organizations that are serviced by the Air Force Personnel Center (AFPC). Other organizations will continue to follow the guidance in Chapter 2, The Merit Promotion Program, until their civilian personnel servicing migrates to AFPC.

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Chapter 1

AFFIRMATIVE EMPLOYMENT

1.1. Principles for Filling Positions. Positions may be filled from any of the following sources consistent with the priorities established herein and subject to the requirements of other pertinent Office of Personnel Management (OPM), Department of Defense (DOD), and Air Force procedures or special employment programs. Air Force installations must observe the requirements of the Federal Equal Employment Opportunity Recruitment Program (FEORP) when filling positions.

- 1.1.1. Inservice placement of current Air Force employees, including the career management system
- 1.1.2. Transfer or appointment of employees from other federal agencies
- 1.1.3. Reinstatement or reemployment of eligible former federal employees
- 1.1.4. Other appointments, including appointments from OPM registers.

1.2. Availability. The availability of eligible Air Force employees who could be considered through merit promotion or other inservice placement procedures does not prevent a decision to restructure a vacant position and fill it at a different grade level. Nor does the availability of merit promotion or other inservice candidates prevent a search outside Air Force for, and appointment of, qualified and available persons to the Air Force rolls.

1.3. Considerations. Affirmative action goals may be taken into consideration when making employment decisions so long as those decisions are in consonance with current law. See *Adarand Constructors, Inc. v. Peña*. 115 S. Ct 2097 (1995).

1.4. Suitability of Candidates and Security Factors. Candidates for civilian positions must be reliable, of good conduct and character, and loyal to the United States. Before selecting a candidate, the CPF makes sufficient written and/or oral inquiries of former employers, fellow workers, and other knowledgeable sources, to evaluate the candidate's qualifications and suitability. It also initiates required security checks on the selected candidate in accordance with governing security regulations. The selecting supervisor also appraises the candidate's general suitability before making a final selection.

1.5. Qualification Requirements.

1.5.1. Normally the OPM establishes or approves qualification requirements for positions in the competitive service. These standards prescribe the minimum experience, training, education, and physical requirements, or otherwise specify required knowledges, skills, and abilities (KSA) necessary for successful performance in the position. AF Form 177, Statement of Physical Ability for Light Duty Work is used for all positions that do not require a medical examination, i.e., positions not covered by specific medical standards, physical requirements, or a medical evaluation program.

1.5.2. The CPF establishes qualification requirements for Air Force positions in the excepted service, subject to any applicable restrictions and conditions, as prescribed in OPM directives, Air Force supplements, and by DOD and Air Force career programs. The OPM competitive service requirements for similar type positions are used as a guide for establishing standards for excepted service positions.

Qualification standards will be uniformly applied for like positions and maintained as a record for OPM and Air Force evaluation and quality assessment.

1.5.3. When an employee is affected by reduction-in-force (RIF) or has become physically incapacitated for continuance in his or her present position, a waiver of qualifications may be considered in accordance with prevailing rules and regulations. A waiver of qualifications is agreed to by the CPF and the supervisor, and, when proper, by the medical officer before assignment to a vacancy.

1.6. Referring and Selecting Candidates.

1.6.1. Because of the requirements to observe the priorities established by law, regulation and other higher authority outlined in this manual, the CPF or the career program determines the eligibility of candidates for consideration and identifies those to be referred.

1.6.1.1. Department of Defense (DD) Form 359, **Referral for Consideration**, may be used to refer candidates for appointment or for inservice placement consideration.

1.6.1.2. When contacting eligibles for consideration, recruiting officials and selecting supervisors should provide complete information regarding duties, living and working conditions, and all other matters needed for the prospective employee(s) to make a decision.

1.6.1.2.1. Present the position accurately and without misrepresentation. Positions may not be described in such a way as to discourage interest or solicit declinations.

1.6.1.2.2. Selecting officials and supervisors may not make firm, tentative, or implied commitment to any vacancy without first obtaining clearance from the CPF.

1.6.2. The authority for personnel management is usually delegated to the lowest practicable level of supervision. However, when training, employment, or promotion patterns in an organization indicate that the principle of equal employment opportunity may not have been fully observed, the commander may withdraw selection authority and assign it to higher level supervisor(s) pending the outcome of an inquiry.

1.7. Employee Requests for Position Change. The servicing CPF will determine when a need exists to accept an employee's request to be moved to a different position at the same or lower grade based on such factors as available skills in the work force, mission requirement, or planned staffing activities.

1.8. Central Skills Bank (CSB). The CSB is an automated application capability within the Defense Civilian Personnel Data System (DCPDS) which allows Air Force employees to register for consideration at Air Force installations world-wide. It may be used when an employee wishes to be considered for a position serviced by a different CPF. The CSB provides for employee registration for up to 48 Air Force locations.

1.8.1. CPFs typically utilize the CSB when it is determined that there is a need to expand the area of consideration to enlarge the applicant pool. The CSB has been provided to enhance recruitment at the local level, and the parameters for the operational use of the CSB is a matter to be determined by the servicing CPF.

1.8.2. Registration is open to all permanent Air Force employees having a minimum current Fully Successful rating of record, except those who have a current signed transportation agreement as a

result of permanent change of station (PCS) within the past year. Registration in CSB will be allowed only after the employee has completed at least 11 months of the transportation agreement.

1.8.3. Air Force (AF) Form 1630, **Central Skills Bank Registration and Geographic Availability**, is used for employee registration.

1.8.4. Air Force employees register in CSB *only* for specific locations at which they wish to transfer. If a registrant repeatedly declines a job offer at any given location, that registrant may be removed from the CSB and precluded consideration within this system for a minimum of one year. employees to exert great care when selecting geographic locations at which they want to be considered for employment.

1.8.5. CSB restrictions also apply to selections of employees who are considered *outside* the CSB and are within one year of PCS.

1.8.5.1. Employees who have a current signed transportation agreement as a result of a PCS within the past year will not be selected for positions requiring another PCS move unless they are within 30 days of completing their transportation agreement or can obtain a waiver.

1.8.5.2. The MAJCOM/DPC level approves request for waivers based on proposed selectee's superior qualifications if PCS is within the command, or HQ USAF/DPC level if it is between commands. Documentation supporting these request must clearly show that the candidate is the best qualified and that failure to select will impair mission accomplishment.

1.8.5.3. Waivers at the HQ USAF/DPC level to the PCS restriction are not required at locations involved in base closure or major realignment.

1.9. Prompt Release of Employees. An employee is not restricted from accepting a position offer from another Air Force activity or federal agency, or from accepting another position within an activity for which the employee is properly referred and selected. The supervisor releases an employee promptly to another position -- usually within 20 calendar days after receiving notice of the employee's selection. An extension of up to 10 days may be requested to train a replacement if the delay does not jeopardize the employee's transfer or movement to another position.

1.10. Assisting the New Employee. The supervisor and the CPF have a joint responsibility for providing information and assistance to the new employee. An employee who is moved to a different geographical area should be given pertinent information about the new locale, such as information on housing, schools, transportation, churches, etc. The CPF should develop procedures to provide help to the new employee moving from a different area.

1.11. Referral and Selection Priorities. [table 8.1.](#), Referral and Selection Priorities, establishes the order of priorities that are observed when filling competitive service vacancies at continuing activities. They apply to excepted service position vacancies to the extent applicable. For this purpose, a vacancy does not exist when an occupied position is:

1.11.1. Reclassified because of a change in classification standards or to correct a classification error, provided the incumbent is to be retained in the position.

1.11.2. Canceled and a successor position is immediately established that is to be filled by the incumbent through an authorized personnel action.

1.12. Special Employment Programs. Air Force activities are expected to develop employment programs designed to supplement the merit promotion and inservice placement programs. These programs purposefully seek to enhance employment opportunities in such areas as Veterans Readjustment Act (VRA) Appointment Authority, Federal Equal Opportunity Recruitment Program (FEORP), 30% Disabled Veteran, employment of persons with disabilities, student education employment program, and special programs for the disadvantaged. Many of these programs offer only temporary employment and may be used to the extent funds, facilities, and capability to provide supervision and training are available. Other programs offer, or lead to, permanent appointments. Current employees are usually available for many continuing positions identified for such special programs. The supervisor, in conjunction with the CPF, determines when internal candidates are considered and when these positions are filled from sources outside the Air Force. Judgment is used to provide equitable and balanced consideration of candidates from all sources, depending on the circumstances that exist at the activity and in the employment area.

1.13. Spouses on Leave Without Pay (LWOP) Status. The dependent spouse of an Air Force military or civilian member who is in LWOP status to accompany his or her spouse in a transfer is entitled to compete for available positions in the new geographic area. Consideration is given up to and including the highest grade for which qualified and eligible. When it is known that the spouse will be transferred, at the employee's request the servicing CPF should flow a Personnel Transaction Indicator (PTI) CC-1 to all Air Force installations in the new commuting area. The gaining installations will then give immediate consideration for all positions for which the employee qualifies.

1.14. Employees on Retained Grade and Retained Pay. [table 8.1.](#) provides for the priority referral specifically for employees affected by RIF, transfer of function (TOF), or reclassification of position, who are placed on retained grade or retained pay.

1.15. Filling Positions at the GS-15 level in the Competitive Service. Except for positions covered by career programs that specify an alternate method of identifying candidates, all GS-15 position vacancies in the competitive service, including those overseas, require Air Force-wide competition, either through an announcement or CSB by the servicing CPF, unless the position is to be filled by reassignment. The announcement conforms to the Promotion Evaluation Pattern (PEP) and substantiating job analysis conducted in consultation with management officials. The announcement contains sufficient information so as to provide the potential applicant with adequate knowledge of the position, responsibilities, important KSAs and training requirements, application instructions, Joint Travel Regulation (JTR) information, and other pertinent job information. The CPF will refer employees of the activity with repromotion entitlement for consideration according to their priority (see [table 8.1.](#)) before issuing the announcement.

1.15.1. After reviewing the vacancy announcement, each CPF distributes the information to make sure that prospective candidates are given the opportunity to apply. Candidates are advised to file their application or have the CPF flow a CC-1 record through DCPDS to the recruiting activity. The candidate's servicing CPF furnishes all relevant information regarding the candidate's identification and participation in the Air Force *Executive Leadership Development Program, Air Force Instruction (AFI) 36-401*.

1.15.2. The CPF servicing the vacancy first screens the qualifications of applicants against the qualification standard and other basic eligibility criteria. The CPF may tentatively rank order or group candidates in broad qualification categories against the PEP.

1.15.3. In the final evaluation and ranking of candidates, a panel is assembled to assess the relative qualifications of competing candidates. Panels are not required in cases of 15 or fewer eligible competitors. The Secretary of the Air Force establishes, appoints, and approves panels for positions in the Office of the Secretary. The functional chiefs (Deputy Chief of Staff, or Comptroller and chiefs of comparable offices) do the same for positions in HQ USAF and by the commander of a Major Command (MAJCOM) or comparable organization or the Commander of staff offices for other positions. These officials may request higher authority to establish the panel. Each panel is composed of at least three high-grade civilian or military members, usually GS-15 or higher grade or of equivalent rank, appointed on a permanent or ad hoc basis.

1.15.4. The panel considers all candidates who meet minimum requirements. The panel also considers those repromotion eligibles previously referred who have further consideration entitlement and evaluates their qualifications against the ranking criteria in the PEP. The criteria must have breadth of scope so as to permit evaluation of the overall qualification of each candidate in relation to the total requirements of the position. The panel's evaluation is used to identify the top-ranking candidates who, in the panel's judgment, are highly qualified, considering such factors as, education, training and experience; appraisals/evaluations; job-related awards, honors, and outside activities. Before ranking or final selection, the panel (or the selecting official) may need to interview the leading candidates. When this is necessary, temporary duty travel (TDY) can be authorized for Air Force and other federal employees as provided in the JTR. The panel usually certifies 10 highest ranking candidates to the selecting official. Up to 15 may be certified, if meaningful differences cannot be made to reduce the group to a smaller number.

1.15.5. Commanders of MAJCOMs and comparable organizations and other staff offices may make the selection personally, request higher authority to make the selection, or authorize supervisors at any level over the position to make the selection (in which case the Commander approves the selection). In the Office of the Secretary of the Air Force, selections may be made by officials designated by the Secretary. In HQ USAF, selections may be made by directors or heads of comparable or higher organizations, or they may request higher authority to make the selection. The 11 WG/DPC issues procedures for the Office of the Secretary and HQ USAF.

1.15.6. The specified requirements for publication of the vacancy, Air Force-wide consideration of candidates, and panel evaluation of candidates do not apply, or are modified when:

1.15.6.1. Filling a temporary position for one year or less by an authorized noncompetitive personnel action.

1.15.6.2. Filling a temporary position for one year or less through competitive promotion procedures or when the upgrading of a permanent, occupied position requires competition, provided the panel identifies and ranks all employees within the authorized special area of consideration.

1.15.6.3. A position is upgraded under circumstances permitting noncompetitive promotion of the incumbent (see [chapter 2](#)).

1.15.6.4. Management selects a previously downgraded employee eligible for noncompetitive consideration.

1.15.6.5. Management decides to fill the job by the noncompetitive reassignment of an employee currently serving in a GS-15 position. When a Management decides to fill the job by the vacancy is announced, the CPF advises all interested candidates that the position was filled on a noncompetitive basis.

1.16. Annual Base-Level Affirmative Employment Plan (AEP).

1.16.1. Responsibilities of the Directorate of Civilian Personnel Policy and Personnel Plans (HQ USAF/DPC).

1.16.1.1. Conducts periodic program evaluations.

1.16.1.2. Keeps MAJCOM and comparable organization Directorates of Civilian Personnel and CPFs promptly advised of anticipated changes, new or revised civilian personnel programs, and other matters having significant impact on base-level staffing programs.

1.16.2. Responsibilities of the MAJCOM Directorate of Civilian Personnel and Comparable Organizations.

1.16.2.1. Identifies unique command or priority staffing programs.

1.16.2.2. Provides program guidance as may be necessary to meet unique command or priority staffing programs for development or implementation of effective subordinate base-level AEPs.

1.16.2.3. Assists subordinate CPFs in developing and implementing AEPs.

1.16.2.4. Conducts periodic program evaluations.

1.16.2.5. Keeps subordinate CPFs promptly advised of anticipated or proposed command mission or funding changes, new or revised civilian personnel programs, and other matters having significant impact on base-level staffing programs.

1.16.3. Responsibilities of Commanders of Organizations Where CPFs Are Assigned.

1.16.3.1. Make sure there is a systematic approach to estimate civilian personnel requirements for each organization regularly and before needed, and plan methods to be used by the CPF in providing for a diverse work force.

1.16.3.2. Make certain that managers at all subordinate levels support the development and implementation of annual AEPs.

1.16.3.3. Approve the annual AEP.

1.16.4. Responsibilities of Functional Managers.

1.16.4.1. Take part in developing annual AEPs.

1.16.4.2. Identify positions in their organization to be targeted for special emphasis programs recruitment.

1.16.4.3. Actively support the goals and objectives in the annual AEP.

1.16.4.4. Keep the CPF informed of any new or anticipated changes in mission or fluctuations in staffing requirements that would have an impact on the goals established in the annual plan.

1.16.4.5. Take necessary actions that will assure that positions are promptly filled.

1.16.5. Responsibilities of the CPFs.

1.16.5.1. Develop by 1 October each year an effective base-level AEP, covering all serviced Air Force employees.

1.16.5.2. Secure functional management and base-level committee's input to and support of the annual plan.

1.16.5.3. Review and monitor, at least quarterly, progress toward goals or objectives established in the annual plan and make any adjustment necessary based on fluctuations in mission, funding, labor market conditions, and other factors.

1.16.5.4. Advise key management officials of the content and objectives of the annual plan.

1.16.5.5. Conduct position management, affirmative action, FEORP, and staffing activities to meet goals and objectives of the plan.

1.16.5.6. Use a team approach involving functional managers, position classification, equal employment opportunity and staffing specialists, Special Emphasis Program Managers (SEPM), and other appropriate officials in the development of the plan.

1.16.6. AEP Content. At a minimum, the annual AEPs will contain:

1.16.6.1. General assessment of projected vacant positions likely to occur during the year covered by the plan.

1.16.6.2. Affirmative action and FEORP goals for the next year and for the end of any long-range affirmative action plan in effect.

1.16.6.3. Recruitment sources for filling projected vacancies, including persons with disabilities, disabled veterans, and Developmental Opportunities Programs (DOP) (see Chapter 3).

1.16.6.4. The methods and data used in arriving at the forecasts of expected vacancies and staffing sources.

1.16.6.5. Recruitment sources likely to yield adequate candidates of the types for which goals have been established.

1.16.6.6. An outline of the procedures, timetables, forms, and formats used in planning and tracking affirmative employment activities.

1.16.6.7. Provision for a quarterly review, update, and evaluation as may be necessary.

1.16.6.8. A plan for the prevention of sexual harassment in the workplace, including specific steps taken to inform employees of their rights to file sexual harassment charges; types of training programs conducted; agency codes of conduct or other materials designed to prevent sexual harassment in the workplace; proposed methods to ensure accountability within the activity for maintaining a workplace free of sexual harassment; any other initiatives already taken or proposed by the activity.

1.17. Documenting Selection Procedures. Selection Procedure Documentation provides a strategy for conducting job analysis and PEP development. When using this strategy, CPFs use the following Air Force (AF) forms:

AF Form 1813, Air Force Job Analysis Alternative Method Documentation

AF Form 2075, Job Analysis Worksheet

AF Form 2076, Progression Level Factor (PLF) Analysis

AF Form 2077, Promotion Evaluation Pattern (PEP) Worksheet

AF Form 2078, PEP Continuation Worksheet

AF Form 2079, Selection Interview Worksheet

AF Form 2080, Interview Worksheet

1.18. Records Disposition. Maintain and dispose of files created by this chapter according to AFMAN 37-139, *Disposition of Air Force Records - Records Disposition Schedule*.

Chapter 2

THE MERIT PROMOTION PROGRAM

2.1. Policy Objectives. Air Force promotion policy is based on strict conformance with merit principles specified in 5 CFR 335.102. Identifying, qualifying, evaluating or selecting candidates must be made without regard to political, religion, labor organization affiliation or non-affiliation, marital status, race, color, sex, national origin, nondisqualifying physical disability, or age and must be based solely on job-related criteria according to legitimate position requirements. A sound promotion program, properly administered and fully supported by managers and employees at all levels, is essential to the staffing of an effective and highly motivated civilian work force. The program is directed toward:

- 2.1.1. Accomplishing mission goals by staffing positions with high quality employees.
- 2.1.2. Providing career opportunities for employees and making sure that all employees are fully informed of these opportunities.
- 2.1.3. Making sure management is aware of high quality employees who have the capacity to perform in more responsible assignments.
- 2.1.4. Encouraging employees to be mobile in the interest of broadening their experience and increasing their qualifications.
- 2.1.5. Making sure employees are placed in positions for which they are best qualified.
- 2.1.6. Making sure that the skills, qualifications, achievements, and promotion potential of employees are recognized and fairly considered in the staffing process.
- 2.1.7. Encouraging employees to improve their performance and to develop their KSAs.

2.2. Key Principles. The following principles form the basis of the Air Force Merit Promotion Program:

- 2.2.1. All employees within a designated area of consideration who meet the minimum qualification standards, and any legal or regulatory requirements imposed by OPM, or other authority, are considered eligible for promotion.
- 2.2.2. Areas of consideration within which employees are identified to compete for advancement are established and adjusted, as necessary, to provide management with a sufficiently broad number of high quality employees from which to choose and to provide employees with adequate opportunities for promotion.
- 2.2.3. Appropriate job-related criteria are applied with fairness in evaluating promotion candidates to differentiate among their qualifications and to identify those best qualified for advancement.
- 2.2.4. Selections must be made without discrimination for any nonmerit reason and without favoritism based on personal relationships or patronage.
- 2.2.5. Consideration may be given to candidates from outside the Air Force.
- 2.2.6. Consideration is given to input from employees, employee groups, and recognized labor organizations in developing and establishing merit promotion procedures. Promotions and placements into positions with known promotion potential are usually competitive. Promotions without competition are authorized with due consideration to recognized merit principles. Employees are kept

informed about the promotion program, the provisions and procedures for promotion plans affecting them, eligibility requirements, advancement opportunities, and how to take advantage of these opportunities.

2.3. The Right to Select or Nonselect From Among a Group of Best Qualified Promotion Candidates. Managers have the right and the responsibility to select from other appropriate sources, determining which is most likely to meet mission objectives, contribute new ideas and viewpoints, and meet the Air Force Affirmative Employment Program objectives and goals.

2.4. Promotion Program. The promotion program is administered through promotion plans developed and established, and issued by HQ USAF or installations with civilian personnel flights (CPF). They are based on policy published in 5 CFR 335.102 and as implemented by this manual. Each plan identifies the positions it covers and describes the procedures that apply in identifying, evaluating, and selecting employees for advancement to positions covered by the plan. Servicing CPFs make these plans available to supervisors and employees serviced by them.

2.5. General Coverage. This instruction implementing AFPD 36-2, sets Air Force regulatory requirements for the Air Force Merit Promotion Program for use under the Promotions and Placements Referral System (PPRS). PPRS is an automated referral capability available through DCPDS. The system documentation covering PPRS processing parameters is specified in *AFM 30-130, Base Level Personnel Data System Civilian Users Manual*, Volume 4, Chapter 14. When the CPFs utilize PPRS, the specific procedures related thereto in this manual will apply.

2.6. Applicability to Positions Outside the Competitive Service.

2.6.1. When all or a majority of the positions at an activity are in the excepted service and are under the same appointment authority, a merit promotion plan is established to provide a systematic and equitable method of selecting employees for promotions. When needed, major commands (MAJ-COM) provide staff assistance in developing merit promotion plans for excepted service positions under their jurisdiction. The policies and procedures of this instruction should be followed to the extent practicable.

2.6.2. This manual applies to positions under the Canal Zone Merit System, to the extent that they can be followed and are consistent with the policies of the Canal Zone Civilian Personnel Policy Coordinating Board.

2.6.3. Current Air Force employees in the excepted service having personal competitive status and serving in like positions are entitled to consideration for competitive service positions according to this manual. They call for the same consideration given regular competitive service employees in terms of career progression and merit selection principles.

2.7. Promotion Plans. All promotions within the Air Force in the competitive service are made under a management program established by DOD, HQ USAF, or a promotion plan developed and operated in accordance with 5 CFR 335.102, implementing Air Force regulatory coverage and any special provision approved by HQ USAF.

2.7.1. Each activity assigned a CPF must develop and publish a promotion plan, or plans, for the positions serviced by that office that are not specifically excluded by coverage under a DOD or HQ USAF

career management program or an occupational group plan developed by HQ USAF or other approved organizational entity. The plan developed by an activity includes local determinations and provisions established under federal regulations, Air Force regulatory coverage and any supplementary instructions authorized for issuance by the MAJCOM headquarters.

2.7.2. Career management programs established by HQ USAF for specific occupation groupings and grade levels are developed in consonance with governing merit promotion principles and follow the guidelines of federal merit promotion policy and the Air Force Merit Promotion Program. The procedures prescribed in AFPD 36-6, *Civilian Career Management*, and AFI 36-601, *Air Force Civilian Career Program Management, Volumes 1 and 2*, created for specialized career programs apply to selecting employees for entry into and advancement to positions covered by the career programs.

2.7.3. Employees in other DOD agencies who are entitled to referral and promotion consideration under an established DOD career program must be considered on the same basis as current Air Force employees covered by the program.

2.7.4. In rare instances and when justified, separate merit promotion plans may be established for occupational groups of employees either Air Force-wide, command-wide, or other major organization, provided approval for their establishment is given by HQ USAF. Plans are developed by the appropriate staff offices and require approval by HQ USAF. Normally, they are issued as additional plans to supplement regular base level merit promotion plans. Usually, separate merit promotion plans are established only for professional, scientific, technical or unique managerial positions.

2.8. General Requirements.

2.8.1. Equal Opportunity for Advancement. The authority for personnel management functions is normally delegated to the lowest practicable level of supervision. However, when training, employment, or promotion patterns in an organization indicate that the principles of equal opportunity may not have been fully observed, the authority to select employees for promotion may be withdrawn by the commander and assigned to higher level supervisors pending the outcome of an appropriate inquiry.

2.8.2. Considering Employees **Before Eligibility Requirements are Fully Met**. Employees who are within three months of attaining full eligibility for promotion may be entered on a promotion register for future certification, if the method of locating candidates provides for the identification and inclusion of all employees who will become eligible within the specified period. These candidates will not be certified for promotion consideration until they are fully qualified and meet all eligibility requirements unless certification is being made for a shortage category position for which there is an inadequate supply of fully qualified promotion eligibles. An employee who is referred in advance for a shortage category position must be fully qualified and eligible before the promotion is made. When fully qualified candidates are available, certification will not be delayed to enable the referral and consideration of candidates on the register who have not attained full eligibility.

2.8.3. **Releasing Employees for Promotion** . Employees must be released promptly for promotion according to Chapter 1, Section 1.9.

2.9. Applying Competitive Promotion Procedures.

2.9.1. **General** . [table 8.3](#) lists personnel actions that are subject to competition and those that are not. It also shows whether the locally established area of consideration must be used in the competi-

tive process or whether a special area may be used. Processing procedures are outlined in [table 8.3](#). The civilian personnel officer (CPO) is responsible for determining whether an action is, or should be, subject to competition and the extent of that competition. When a proposed action is not specifically covered by the table, basic merit principles should be applied in deciding whether to require competition. Even when the table exempts an action from the requirement for competition, the CPO may chose to apply the competitive process when use of competitive procedures would be consistent with merit principles and would be in the best interests of management.

2.9.2. Considering Air Force Employees Certified from OPM Registers. Air Force employees serving on nontemporary appointments who are certified from an OPM register for a higher graded position or a position with known promotion potential may be either referred for consideration from that list of candidates or from the group of best qualified inservice candidates, depending on the sources used.

2.9.3. Formal Trainee or Apprentice-Type Positions . Employees encumbering formal trainee or apprentice-type positions may be excluded, at CPF determination, from competitive promotion consideration up to and including the target grade level of the program in which enrolled. For such denial, employees must have been made aware of this exclusion as a part of the conditions of employment at the time of enrollment into the formal trainee or apprentice type position. Employees encumbering formal trainee or apprentice-type positions may not be denied consideration into another career field in which the established career ladder offers a target grade level *higher* than that in which currently enrolled. Any exclusion under this paragraph must be specifically addressed in local merit promotion plans.

2.10. Considering Applicants From Outside the Air Force. Even though there are Air Force promotion candidates available for competitive referral, it does not prevent considering applicants from outside the Air Force. To be considered for a position of higher grade or a position with known promotion potential, current nontemporary employees of other federal agencies and all former federal employees eligible for noncompetitive appointment may be considered for a position of higher grade than currently or last held. However, they must be evaluated, to the extent possible, against the same evaluation criteria and by the same methods specified in the PEP for competing employees. This means that the candidates must have at least a Fully Successful (or equivalent) performance rating and must meet or exceed all other progression level factors as the lowest ranking Air Force competitor certified. Most of these candidates will not have current **Air Force Civilian Performance and Promotion Appraisal Performance Rating**. AF Form 860A may be obtained on these candidates as long as the candidate's supervisor is instructed to rate against the employee's current performance plan and a copy of the plan is forwarded with the rating. If it is not possible to obtain an appraisal, these candidates may be referred by separate listing provided they meet or exceed all other progression level factors (or crediting plan criteria) as the lowest ranking Air Force competitor certified. Documentation supporting the selectee's rank order and certification is retained with the promotion register.

2.11. Selection for Details. The requirement to use competitive procedures when selecting employees for details applies only to assignments to officially classified positions (or to duties identical to those of an officially classified position) at a higher grade or of known promotion potential when the duration of the detail and the nature of the assignment are such that the employee can be expected to perform the majority of the grade-controlling duties.

2.12. Promotions Not Subject to Competition.

2.12.1. Career Promotions. An employee may be noncompetitively promoted when at an earlier stage he or she was selected from an OPM register or under competitive promotion procedures for an assignment intended to prepare the employee for the position being filled. The intent must be made a matter of record and career ladders documented. Requests for approval of other provisions for career promotions or exceptions to competition in situations affecting a group of employees or positions must be sent to HQ USAF/DPC for approval and submission to the central office of the OPM, if warranted.

2.12.2. Classification of a position to a Higher Grade. When a classification review reveals that a position warrants a higher grade, the reason for the upgrading must be identified and examined to determine whether the basis for upgrading entitles the employee to promotion, or requires that selection for the higher grade position be made under competitive procedures. So, an employee may be noncompetitively promoted following reclassification of the incumbent's position at a higher grade because of the assignment of additional duties and responsibilities provided:

2.12.2.1. The employee continues to perform the same basic function(s) as in the former position and there is clear evidence that the newly classified position is a successor to the former position as jointly determined by classification and affirmative employment functions and/or CPO.

2.12.2.2. The employee meets all requirements for promotion.

2.12.2.3. There are no other employees serving in similar or identical positions to whom those duties could be assigned. (See [table 8.3.](#) and [table 8.4.](#) for appropriate action to place the incumbent.)

2.12.3. Other Actions Not Subject to Competitive Procedures.

2.12.3.1. A career ladder promotion following noncompetitive conversion of a cooperative education student.

2.12.3.2. A position change from a position having known promotion potential to a position that does not have higher potential. In cases where employees so changed would gain greater skills, and future promotional opportunities, CPFs may choose to use competitive procedures.

2.12.3.3. Employees eligible for grade retention will be selected for positions at grades up to and including their retained grade within the same pay system from which demoted according to the priorities and policies specified in Chapter 1, section 1.11., and [table 8.1.](#), of this manual. An exception to this selection policy can be granted *only* by the activity commander or a designated representative. If an employee declines a position offer at a grade which is lower (intermediate) than the level of grade retention, further consideration under this policy is ended at and below the grade level declined.

2.12.3.4. A promotion of an employee who has previously held a position on a permanent basis under a career or career conditional appointment at or above the grade level of the position to be filled.

2.13. Repromotion of Previously Downgraded Employees.

2.13.1. Employees who are entitled to pay retention (except those in formal development programs, developmental opportunity positions, or those who accepted change to lower grade in response to

solicitation for a hard-to-fill position), will be accorded priority consideration for noncompetitive repromotion in the same pay system from which downgraded before candidates referred through the competitive process.

2.13.2. If a selected employee declines a position that is *less* than a reasonable offer, further priority considerations will be terminated at the grade level offered and at lower grade levels, unless through subsequent salary adjustment that level represents a reasonable offer as explained above.

2.13.3. Other nontemporary employees who have been changed to lower grade without personal cause and not at their own request while serving under a career or career conditional appointment (or equivalent appointment in the competitive service) **may** be given priority referral and consideration under conditions and restrictions as determined locally and documented in the local promotion plan. Employees who may be included are those:

2.13.3.1. Downgraded because of classification action.

2.13.3.2. Downgraded in a base closure, reorganization, or after declining a transfer of function offer.

2.13.3.3. Separated by RIF, or after declining a transfer of function offer, followed by reemployment at a lower grade. It may also include employees who file an intent to resign after receipt of notice of potential RIF separation.

2.13.3.4. Downgraded due to physical disability to perform effectively in the position from which downgraded.

2.13.4. Priority referral according to **1.13.**, and **2.13.3.** above is limited to positions at or below the grade from which downgraded, or its equivalent, and to positions within the commuting area serviced by the employee's current CPF. Noncompetitive referral or selection must not be made to a position with known growth potential above the grade from which downgraded.

2.13.5. A change to a lower grade made to end a temporary promotion and return an employee to his or her former grade does not afford eligibility for noncompetitive repromotion.

2.13.6. Employees identified to receive priority consideration are referred in the priority order specified in **table 8.1.**

2.14. Special Categories.

2.14.1. Promotion of an Employee **Upon Exercise of Restoration Rights.** A former employee may exercise restoration rights following military duty or service with an international organization and be placed in any position for which qualified that is no higher in grade than the position to which he or she was promoted in absentia, either because his or her former position was regraded during the absence or because the employee was selected for promotion through the competitive process.

2.14.2. Temporary Promotion of Civilian **Deputy Chiefs.** A civilian deputy chief may be temporarily promoted, for not more than one year, to his or her military chief's position that is properly classifiable at a higher grade, pending replacement of the permanent military chief, provided the MAJCOM authorizes the temporary promotion.

2.14.3. Reemployment Priority List (RPL). Selecting a candidate from the RPL for a position at a higher grade than that last held in the competitive service must be made by using competitive procedures.

2.15. Areas of Consideration.

2.15.1. CPFs establish areas of consideration and procedures for their expansion, for all serviced positions not specifically covered by a DOD or HQ USAF career management program or a separate Air Force plan for an occupation group serviced by more than one CPF. Areas of consideration may be organizational, geographic, based on categories of positions, or a combination of these. Areas of consideration may be extended geographically or organizationally, or both, and the extension may occur simultaneously or successively.

2.15.2. Employees may voluntarily apply at any time for opportunities outside their area of consideration for positions for which applications are being accepted. To eliminate indiscriminate filing of application (or flowing of automated employee data) and unnecessary handling of forms or data, the following should be observed:

2.15.2.1. Employees should seek guidance from their servicing CPF regarding employment opportunities elsewhere. Application for positions in the United States, excluding Hawaii and Alaska, is made directly to the CPF servicing the organization, normally through flowing of automated records or registration in the Air Force CSB (see Chapter 1, 1.8.) unless filled through a HQ USAF career management program. For overseas positions, including Hawaii and Alaska, application procedures are specified in AF Supplementation to FPM Chapter 301, unless filled through a HQ USAF career management program.

2.15.2.2. DOD Manual 1400.20-2-M, Counseling Manual for DOD Program for Stability of Civilian Employment, on file at each servicing CPF, gives general information on mission, size, location, and skills used on each Air Force installation and may be used as a reference in counseling employees. Additionally, Atlas Statistical Summary Inquiry No. 1666, also retained in the CPF, contains series and grade information for positions at each Air Force installation.

2.15.2.3. Acceptance or nonacceptance of applications is determined at the CPF servicing the position(s). The option is based on such factors as availability of high quality candidates within the area of consideration, availability of skills locally, special emphasis program requirements, Affirmative Action Program objectives and goals, short- and long-range manpower and skills requirements, and other factors.

2.16. Methods of Locating Candidates and Identifying Eligibles. All employees within area of consideration parameters in the Promotions and Placements Referral System (PPRS) Selection Request (SR) are included for initial and basic eligibility determinations. PPRS also provides for the automatic identification of eligible employees serviced by the same CPF who are temporarily absent and unable to apply on their own behalf, employees on detail or who were transferred to an international organization, and former employees in military service who are entitled to consideration in absentia. Additionally, at CPF option, employees registered through the CSB may be reached for consideration. If a vacancy announcement (solicited manually or through the PPRS in-system capability) is used, final certification may be limited to those who have applied through the announcement whether or not PPRS processing has been used. Employees who may be excluded are:

2.16.1. Those who have indicated unavailability for specific positions or types of positions, or for certain locations or organizations need not be included, provided it was made known to them that they would not be considered for such positions until they have notified the CPF of a change in their availability.

2.16.2. Employees for whom the necessary qualifications and evaluation data are not yet available for ranking may be temporarily excluded from consideration pending acquisition and processing of these data. Arbitrary "waiting periods" are **not authorized**, and any temporary exclusion of employees under this provision must be based solely on administrative processing requirements. An employee may not be denied consideration for longer than three months.

2.16.3. Employees who apply after the closing date specified in an announcement are excluded from final consideration **unless** the announcement provides for later filing. In such cases, all employees who meet the conditions specified for late filing are given the same consideration.

2.16.4. When continuing registers are set up to fill recurring vacancies of a similar kind and these are opened up periodically for entry of new employees, an employee who enters on the rolls or who acquires eligibility (or those with newly acquired qualifications) after establishment of the register may be excluded from consideration until the next regular updating.

2.16.5. An overseas employee who is within 90 days of established rotation date is omitted from certification for promotion to a position in the overseas area(s) of consideration for which considered.

2.16.6. Employees whose clearances have been withdrawn or denied cannot be placed on sensitive positions; their referral on promotion certificates may prevent other selectable employees from being considered. Therefore, these employees will be removed from consideration for promotion when the position(s) to be filled require security clearances. Affected employees must be notified that they will not be considered as long as the revocation or denial is in effect.

2.17. Promotion Evaluation Pattern (PEP).

2.17.1. A PEP is an objective statement of position requirements against which employees are evaluated. The PEP is developed as a result of a job analysis (JA) of the position(s) to be filled whereby essential KSAs are identified. The pattern may apply to a group of positions organized by occupation and grade or to one position. It states the requirements for basic eligibility in the screening process, evaluation criteria applied in the quality ranking factors and for the final relative ranking of competitors. The PEP must show as a minimum the positions covered; documentation of the minimum qualification standards; selective placement factors, if used; and applicable ranking factors.

2.17.2. A selection-oriented JA identifies the KSAs and other characteristics that are the best predictors of future job success. The JA process results in documentation of the relationship between job's content (or major job requirements (MJR)) and the KSAs and personal characteristics identified.

2.18. PPRS Selection Requests. SRs establish the computer processing criteria that result from the JAs and are stated in the PEP. Computer output products generated as a result of the SR are retained as a part of the promotion record case file(s).

2.19. Determining Initial and Basic Eligibility.

2.19.1. Screening Factors. The screening factors established by the PEP are applied to all competing employees. Employees who meet these requirements are considered to be minimally qualified *for ranking purposes*; a *final check* is made before certification to assure all qualifications requirements are met and documented. Any special screening conditions for basic eligibility such as special physical skills, willingness to travel by aircraft, etc., must be job-related and legitimate requirements of the position being filled.

2.19.2. Qualification Requirements. These are usually limited to the requirements specified in the minimum standards established or authorized by OPM for inservice placement, including eligibility on tests required by OPM. Additional placement factors may be used as supplementary requirements only when clearly justified by job demands.

2.20. Federal Wage System (FWS) Positions. When rating candidates for FWS positions, the KSAs acquired through work experiences are evaluated through the JA process. OPM Handbook X-118C, OPM Internal Qualification Guides for Trades and Labor Jobs, should be used to assist in the identification of MJRs, KSAs and other quality ranking criteria.

2.21. Identifying Best Qualified Candidates.

2.21.1. General Information. Federal merit promotion policy requires that selection be made from among the best-qualified candidates. Valid job-related evaluation criteria that extend beyond the minimum requirements specified by the qualification standard must be used to permit meaningful ranking of eligible candidates.

2.21.2. Progression Level Factor (PLF) Criteria. PLFs measure and compare such aspects as the scope, quality, pertinency, recency, and quantity, of candidates' work experience, education and training related to the requirements of the position being filled. However, quantity measures are only applied if:

2.21.2.1. It can be verified by the JA that additional experience beyond the minimum required to qualify would significantly contribute to the candidates' qualifications and then only in combination with quality criteria, or;

2.21.2.2. For lower grade positions when meaningful quality level cannot be defined and documented in the JA.

2.21.2.3. PLFs normally do not include criteria for more than 5 years beyond the minimum requirement. Occupational or subject-matter experts (SME) are normally used on panels assembled to conduct job analysis and develop PLF specifications.

2.21.3. Employees who indicate a desire to be considered on a reassignment or change-to-lower-grade basis for a position for which it is proper to invoke competitive procedures are interranged with other competitors.

2.22. Candidate Evaluation.

2.22.1. All employees within the area of consideration receive consideration for each position being filled. Data in each employee's automated master personnel file (MPF) is matched against criteria specified in the PEP Computerized processing procedures to determine initial and basic eligibility. Employees who meet basic eligibility requirements are ranked through the application of "ranking criteria," placing each eligible in his or her rank order. The computer Product Index listing identifies the *rank order of each basically eligible employee*.

2.22.2. Progression Levels.

2.22.2.1. PPRS processing encompasses up to 2 progression levels with up to five separate PLFs within each progression level, allowing for up to 10 separate levels. Within this framework, SRs

correspond to the criteria stated in each specific PEP. Therefore, not all PLFs are required to be used for every position being filled.

2.22.2.2. Automated support of merit promotion processing is based on the concept of **maximizing employee progression**. The design of SRs is aimed at accomplishing two distinct objectives: allowing employees to rank as highly as experience, training, education, etc., will permit; and making distinctions between PLFs that will permit **meaningful differentiation** between competing employees.

2.22.2.2.1. Education and Training. The application of education and training in the PEP must correspond to the findings of the JA and be a logical extension of the OPM qualification standard. Therefore, in most instances, education and training are used on the basis of **substitution** for an equal amount of experience. The same logic must apply when they are used in the ranking process. Thus, job-related education and training may only be used as an **alternative means** of employee progression in any PLF, unless it can be positively demonstrated and documented that there is no equivalent amount, variety or combination of work experiences qualifiable. Selecting officials are provided career briefs of certified candidates; since this data is readily available, in most instances, the purposes of merit can best be served by evaluating education, training, awards, and self-development efforts during the final selection process. At that time, officials can review and assess pertinency, recency, and job-relatedness of these factors in relationship to the KSAs each competitor possesses.

2.22.2.2.2. Appraisals.

2.22.2.2.2.1. The use of appraisal of work behaviors (AF Form 860A) scores is not authorized for use in the PLFs for merit promotion. Appraisal scores are held in abeyance and used in the rank order process. At that time, they are applied using scores derived from algorithms to determine rank order.

2.22.2.2.2.2. For merit promotion the appraisal of work behaviors (AF Form 860A) must be the **first** sort priority. This assures every candidate meeting basic eligibility uniformly receives ranking credit on the appraisal of work behavior.

2.22.2.2.3. Tests.

2.22.2.2.3.1. Test scores are not authorized for use in the PLFs for merit promotion purposes. If a test is authorized as a ranking factor, test scores are applied in the final sort priorities.

2.22.2.2.3.2. In the final sort priority, if a test score is to be used, the score is added to the appraisal score. This combined score then become the first sort criteria.

2.22.2.2.4. Awards. The DCPDS Central Table 298 is established locally based on the broad categories established by HQ USAF. Credit for awards is only given when related to the position being filled. The actual weights built into the table are locally determined according to the prescribed categories. If promotion career briefs are included when issuing a certificate to selecting officials, it must be indicated that related awards information contained therein must be considered in making the selection. If career briefs are not included, applicable award data must appear on the certificate for the selecting official's consideration. Awards are used as the second sort priority; however, CPFs may choose to bypass the crediting of awards under PPRS. In these instances consideration of awards is reserved for the selection process. Select-

ing officials are informed that they *must* review awards data on each certified candidate and take into consideration the merit and job-relatedness of the award(s) in making a selection determination from the promotion certificate.

2.22.3. Sort Priority Processing. Sort priorities represent the final rank-order processing routines. They determine the rank ordering of competitors within each PLF. Thus, **all** competitors are ranked using **uniform** criteria. As specified above, the factors used for sort priorities are appraisal of current performance, test scores, and job-related awards. Final ties are broken using RIF service computation dates (RIF SCD).

2.23. Civilian Performance and Promotion Appraisal. AFI 36-1001, Performance Management, provides guidance on the use of the AF Form 860, **Civilian Performance and Promotion Appraisal**. Part III of this form is to be used for ranking employees under the Air Force Merit Promotion Program.

2.24. Promotion Registers.

2.24.1. Establishing Registers. Registers must be established when a group of competitors is evaluated and placed in rank order with the intent of certifying eligibles from the registers for promotional opportunities; that is, for a higher grade or for a position of known promotion potential leading to non-competitive promotion to a higher grade. In addition to listing the names in rank order, the register shows the evaluation of each competitor on each ranking factor used, the date it was established, and the date(s) competitors were entered on the register.

2.24.2. Life of Registers. A promotion register may be used for one-time referral or it may have an indefinite life. However, at intervals of no longer than 3 months, the entire register must be updated to give new employees and those who have become qualified since the date of the last evaluation and ranking process the opportunity to be rated and listed on the register in their proper order.

2.24.3. Use of Registers . A register is used only for promotion purposes in the same area of consideration for which the register was initially established. Employees are usually drawn from the register in regular rank order for all positions by the register. When justified, however, selective certification from a general register may be used to compile promotion certificates based on specialized job requirements as documented by the JA and approved by the CPF. Selective certification may also be based on a smaller than established area of consideration if a general promotion register has been established on the basis of installation-wide competition for broad classes of positions or occupations in which large numbers of employees are eligible. If vacancy announcements are used and selective certification is expected, the announcement must address this fact. If general registers are established without the use of specific announcements, the areas of selective certification must be specified in the local merit promotion plan or through other appropriate measures to keep employees informed.

2.25. Certification for Promotion. A promotion certificate is a listing of the names of the best qualified candidates who are within reach on the register for referral to the selecting supervisor. The listing order of certification is determined by CPFs; commonly used methods are alphabetical, random order, or rank order. No matter what order is used, selecting officials should be made aware that **all** certified eligibles are entitled to equal consideration and any may be selected, subject to requirements to select a repromotion eligible. Local merit promotion plans must state this.

2.25.1. Availability of Eligibles. To provide a full certificate of eligibles for the supervisor and to save time, the CPF may find out the availability of eligibles before its preparation. Names of employ-

ees who indicate nonavailability for specific position, organization, or locations may be omitted from the promotion certificate for such positions. Omission from a certificate for this reason does not affect an employee's eligibility or the order of his or her relative standing on the register for other certification.

2.25.2. Normal Certification Procedures. A certificate usually has the names of up to 10 persons and not more than 15, if ties exist within a PLF (absent sort priority processing) of the tenth certified employee. More than 10 names, but not to exceed 15, may be certified when competitors are tied for listing on the certificate. If, however, certification of all tied competitors would result in a promotion certificate of more than 15 names, ties are broken by the established sort priority order.

2.25.2.1. One additional name is certified for each additional vacancy to be filled.

2.25.2.2. If two or more supervisors request certification at the same time, the same eligibles are certified to each supervisor with additional names certified for consideration if higher ranking candidates decline.

2.26. Alternate Certification Procedure. A promotion certificate normally contains a reasonable number of the best qualified candidates for referral to the selecting official. However, CPFs and selecting officials may opt to use the alternate certification procedure as follows:

2.26.1. In instances where the best qualified group (following the final evaluation process) has been determined and a candidate whom the selecting supervisor considers to be the best qualified is among that group, the selection may be made at that time without **formal** certification.

2.26.2. This procedure may be used only if the area of consideration is sufficiently wide to the extent that an adequate number of high quality candidates could reasonably be expected to surface.

2.26.3. In order to be selected under the alternate certification procedure, the proposed selectee must be within reach on the ranked roster or in the highest category grouping and otherwise certifiable to the supervisor for selection.

2.26.4. Documentation of the selection using this procedure must be sufficient to the extent that a complete and accurate reconstruction of the action can be effected, if needed, at a later date. It is recommended that procedures be developed to assure consistency in the maintenance of the administrative records.

2.26.5. CPFs may implement this alternative procedure only upon receiving authorization from their MAJCOMs.

2.27. Optional Certification Procedure. When justified, multiple certificates may be used on a projected use basis. When it is expected that all highly qualified eligibles down to a predetermined point on a particular register are within reach for promotion certification within a reasonable period of time, a number of promotion certificates may be issued listing eligibles who are above that point on the register. The use of a given register must be planned by calculating existing vacancies predictable by turnover experience for the position for which the register is established. A determination as to what constitutes a reasonable period of time must be based on factors such as the number of current and anticipated vacancies, as shown by turnover experience for the particular occupation. When multiple certificates are issued, they may contain up to 10 names; 15 if ties exist, with one additional name certified for each additional vacancy to be filled simultaneously by the same supervisor. Eligibles listed on an outstanding certificate may, but need not, be repeated on other certificates. However, as certificates are returned to the

CPFs, names of nonselected eligibles must be restored to the register in proper order and listed on later certificates. Certification beyond the predetermined point may not be made until that point is properly reached through recertification and selection. Procedures established must provide for prompt return of certificates.

2.28. Certification by Category Groupings.

2.28.1. When only 10 or fewer candidates meet minimum qualification, a simplified JA and evaluation procedure may be used. In lieu of formally rating and ranking candidates, they may be grouped into two **categories** (such as Category A for highly qualified candidates and Category B for minimally qualified candidates).

2.28.2. In determining the highly qualified candidates, analyze the position to determine and document the job-related qualitative criteria which are most likely to indicate successful job performance. The candidates are then evaluated (either through PPRS or manually) against the criteria; those meeting the criteria are certified to the selecting official as Category A (highly qualified candidates). There is no further requirement to individually rank or determine a "highly-qualified" group. Only Category A candidates may be selected.

2.28.3. If the selecting official wishes to consider all candidates, all may be referred. The selecting official, however, is responsible for evaluating and **documenting** candidates against the qualitative Category A criteria. Only those determined to meet Category A criteria may be selected.

2.28.4. When using the category method for 10 or fewer candidates, use of performance appraisals may also be simplified. Appraisals (AF Form 860A) need only be used for screen-out purposes as described in AFI 36-1001. That is, those with less than a Fully Successful rating will not receive consideration for merit promotion.

2.29. Career Brief and Qualification Profile. The certificate issued to a supervisor is normally accompanied either by the career brief, a supplemental qualifications profile or Official Personnel Folder (OPF) for each of the certified eligibles, including evaluation data on the same aspects of qualifications and merit. If the profile, rather than career brief is issued, it must be in such form that a ready, comparative evaluation, and objective selection decision can be made. The selecting supervisor may also request additional qualification information from the CPF or from the present or former supervisors of those certified. Also, the following is furnished to the supervisor, when pertinent, or may be obtained from review of the OPF:

2.29.1. Special Recognition of Achievements. This includes honorary and cash awards and commendations given by the Air Force, other Government agencies, and private sector recognition, as well as outstanding performance ratings and awards by professional or non-Federal organizations, *provided* these awards are not restricted to persons of a particular sex, age, or minority group.

2.29.2. Other Considerations. Other data relating to an employee's merit for promotion or suitability for the position include noteworthy accomplishments on or off the job; special skill or special training not considered in the ranking process; self-development efforts; mobility assignment; publication of professional articles; recent disciplinary actions; below average or marginal performance; and, within-grade increase withheld. Taking part in management education and training should be considered when selecting employees for advancement, particularly to positions involving managerial responsibility.

2.29.3. Selecting From a Certificate. Except as otherwise provided in this manual or by specific requirement of higher authority, any of the candidates listed on the certificate may be selected. Any entitlements to PCS costs must be in accordance with the JTR. The cost involved in moving an employee from a different geographic area is weighed in relation to his or her qualification and the relative qualifications of available candidates from within the commuting area.

2.30. Corrective Action Involving Nonselected Employees. If the corrective action did not include vacating the position, an employee who was not promoted or given proper consideration because of a violation, may be given priority consideration under a new promotion or other placement action, at local determination. However, if some type of priority consideration is extended, management's right to select or nonselect must be preserved.

2.31. Employee Audit of Data in Master Personnel File (MPF).

2.31.1. CPFs must make sure employees review placement information contained in their MPF *before* implementing PPRS processing.

2.31.2. The audit process must be completed before an employee is considered through PPRS processing.

2.31.3. After completing the audit, the most recent signed and dated promotion career brief will be retained by the CPF and placed in the employee's OPF.

2.32. Considering Employees in Military Service, Serving With International Organizations, or in Leave Without Pay Status While in Receipt of Compensation. All employees absent in military service, serving with international organizations or in leave without pay status while in receipt of compensation must be considered during their absence for promotion to positions located in their normal area of consideration that are serviced by the same CPF.

2.32.1. Use of Special Promotion Evaluation Pattern. An employee who is absent in military service or serving with international organizations is usually evaluated and ranked by the same method as other competitors. If such an employee is being considered for a position for which a test is used as one of the final ranking factors and he or she has not taken the specified test, final rank order will be determined by the available data in the employee's MPF. If he or she is within reach for selection his or her name will be referred in addition to the names of the candidates certified on the basis of the regular PEP.

2.32.2. Actions. Documenting actions taken in absentia will be in accordance with criteria specified in *The Guide to Processing Personnel Actions*. Consideration given to employees absent in military service or serving with international organizations who are not selected must be recorded and placed on the left side of the OPF. This record indicates for each employee the position for which considered, the name of the candidate selected and date of selections, and all other information considered pertinent to the decision.

2.33. Temporary Promotions.

2.33.1. Authority for Use. [table 8.5](#) lists the reasons for which temporary promotion are authorized and specifies the conditions and limitations that apply to each. Effective controls must be established locally to assure economical and fair exercise of this authority. However, when employees are fully

qualified for promotion, their assignment to higher grade positions by temporary promotion in place of detail is encouraged. Temporary promotions to positions not covered by a promotion plan may be made for the reasons shown in [table 8.5](#), and are subject to the same controls, conditions, and limitations except that formal competition is not required for selecting employees.

2.33.2. Considering Employees **Serviced by other CPFs**. Employees of other agencies are not considered or offered transfers on a temporary promotion basis. Employees of Air Force activities serviced by other CPFs are not considered for or offered temporary promotions. They may be considered, however, upon approval of the parent MAJCOM or upon mutual agreements of the servicing CPFs. In such cases, the gaining CPF assumes obligation for placement of the employee after termination of the temporary promotion, except in unusual cases when the temporary promotion was made for an extended period of time, and prior approval of the parent command(s) for return to the former position or activity is obtained.

2.33.3. Processing a Temporary Promotion. When an employee is selected for temporary promotion, he or she must be informed of the temporary nature of the promotion and related conditions, including contemplated return to the former position or to another position at the same grade as his or her position. If the employee is serving with salary retention or with a retained rate, he or she must also be informed of the effect of the termination of the promotion on the employee's pay. The employee is then given an opportunity to accept or decline in writing. A declination does not affect an employee's eligibility for consideration for promotion to other positions.

2.33.4. Status of Employees. A temporary promotion differs from a regular promotion in that:

2.33.4.1. There is a recorded predetermination that the temporary promotion and subsequent demotion of the employee exists and that the employee was notified of and agrees in writing to the conditions of the temporary promotion.

2.33.4.2. The employee competes in a RIF as if he or she were still serving on the permanent position.

2.33.4.3. An employee serving on a temporary promotion continues to receive consideration for permanent promotion to all positions for which qualified above the permanent grade level.

2.33.4.4. Service under a temporary promotion is credited the same as any other service.

2.33.5. Terminating Temporary Promotion. [table 8.6](#) lists the placement actions that may be taken when terminating a temporary promotion and shows the conditions under which they may be made. When a temporary promotion is terminated, the employee usually returns to the previous position, if it is serviced by the same CPF. When the temporary promotion is to a position at an activity serviced by a different CPF, the employee is not returned to the former position, but is placed at an activity serviced by the gaining CPF in a position of no lower grade than the employee's former position, unless prior approval was obtained for return to the former activity.

2.33.6. Method of Filling a Position Vacated by Temporary Promotion. When a position is vacated by an employee who has been temporarily promoted, the vacated position may be filled by another temporary promotion.

2.34. Relationships with Labor Organizations.

2.34.1. When a promotion plan is to be developed or revised at any organizational level below HQ USAF, a labor organization having exclusive recognition at that level for employees affected by the

plan are given an adequate opportunity to negotiate on the content of the plan. Management discharges any obligations required by an existing negotiated agreement covering such employees.

2.34.2. An existing negotiated agreement, having provisions contrary to a new or revised promotion plan issued above the organizational level of recognition, takes precedence during the life of the agreement.

2.35. Keeping Employees Informed.

2.35.1. Notifying Competitors of Consideration **Given to Them.** Usually under PPRS processing mode, it is unnecessary to advertise locally for specific vacancies since **all** employees in the area of consideration are included in initial screening. Also, output products are available **at CPF option** to show to competitors the extent of consideration they received by any given competitive action processed under PPRS.

2.35.1.1. When specific vacancies are announced requiring employees to apply for consideration and final certification is made on the basis of application under the announcement, those who apply must be informed whether they were rated eligible or ineligible, and, if eligible, whether they were ranked among the group referred to the selecting supervisor for consideration.

2.35.1.2. When promotion announcements are issued which form the basis for establishing a continuing register from which certification will be made over a period of time, employees who apply must be informed whether they have been rated eligible and entered on the register or whether they were rated ineligible.

2.35.1.3. When PPRS processing is used as the sole means to identify eligible employees, employees must be informed that they have the right to review PPRS SRs and PEPs for positions they met basic eligibility. Employees are also entitled to full disclosure of the specific criteria in the PEP they did not meet as well as experience, training, etc.

2.35.2. Experience Update. Employees should be advised periodically of their obligation to update their experience record to enter any data that would serve to enhance qualifications for future job placements.

2.36. Information About Specific Promotion Actions.

2.36.1. When promotion candidates have been interviewed by a supervisor as a part of the selection process, the supervisor has a corollary obligation to inform those interviewed, either orally or in writing, of the final selection. The selecting official must also, as a matter of courtesy and in the interest of sound supervisory-employee relationships, inform those employee under his or her supervision who were certified for consideration but who were not formally interviewed. CPFs must make sure that supervisors are aware of these responsibilities in local merit promotion plans.

2.36.2. A competitor and/or a designated representative is entitled, upon inquiry to a CPF, to be informed of his or her rank order and overall assessment of qualifications against the ranking criteria. PPRS output products are available to assist in these counseling situations. However, employees will not be informed of another employee's rank order or assessment of qualifications against eligibility or ranking criteria.

2.37. Handling Employee Complaints and Resolving Dissatisfactions. An employee who believes that his or her experience was not properly credited under the governing qualification standards, that he or

she was incorrectly ranked, that the terms of the plan were not followed, or that he or she was deprived of promotion consideration is urged to discuss his or her complaint first with the CPF in an effort to obtain an informal resolution. Formal complaints are processed under *AFI 36-1201, Discrimination Complaints* or negotiated grievance procedure.

2.38. Use of Tests. OPM and Air Force tests are used only when required by OPM or when authorized by HQ USAF. Tests are appropriate for use in the Merit Promotion Program when they have documented relationship to job requirements, so that the principles of merit promotion and equal employment are served and affirmed. The term "tests" in this context refers to those procedure for which considerations of validity and fairness call for administration under highly controlled conditions and maintenance of security of materials against compromise.

2.38.1. Value of Tests in Merit Promotion. Professionally prepared written, performance, or oral tests can be useful by providing a reliable and objective way to measure candidates' KSAs. Tests are particularly useful when candidates' present job duties are not closely related to those of the position being filled, or when important KSAs among the group of candidates could not otherwise be measured.

2.38.2. Sources of Test Information. Air Force tests that may be considered for use are listed in Air Force Index 7 (AFIND7). In addition, the OPM publishes information concerning OPM tests in supplements, letters, bulletins and elsewhere as may be appropriate. Users who wish to include tests in their local merit promotion plans should consult these OPM directives for guidance on selecting, using, and preparing adequate documentation for tests. When an unusual test need exists, or when the situation calls for nonstandard application of an existing test, users should follow the guidance in Air Force personnel measurement and research directives. Like any selection procedures in merit promotion, proposed procedures that include the use of tests must be documented, based on identified job requirements, and as directed by Federal guidelines governing the use of selection procedures.

2.39. Promotion Records.

2.39.1. Promotion Plans. The promotion plan(s) for filling all positions at an installation and serviced activities is maintained in the CPF.

2.39.2. Individual Promotion Actions. Records of individual promotion actions include:

A copy of citation of the PEP used.

A copy of the ranked roster of eligible competitors (or reference to an established, continuing register).

A supplemental list of noncompeting candidates, if furnished.

Other related documents that would help **reconstruct** the instant promotion action.

2.39.3. Information To Employees. Copies of issuances providing employees with information on the provisions, procedures, and operation of the promotion program must be retained in the CPF for 2 years.

2.40. Review of Promotion Programs. The OPM requires an annual review be made of the promotion program. The purpose of the review is:

- 2.40.1. To determine effectiveness of promotion plans in staffing positions with high quality employees and provide equitable career opportunities for employees.
- 2.40.2. To find needed improvements.
- 2.40.3. To assure acceptance by supervisors and employees.

Chapter 3

DEVELOPMENTAL OPPORTUNITY PROGRAM (DOP)

3.1. Air Force Policy. It is Air Force policy to design, administer, and support advancement opportunities for lower-grade level civilian employees throughout the DOD. This program is designed to help them reach their full potential and productivity and to fulfill the Air Force mission. Employees with potential, but lacking qualifications, can be helped to become qualified for current or projected positions through competitive selection for mission-supportive job experience and job-related training and education. The guidance provided in this attachment will be incorporated into local base Merit Promotion Plans (MPP). This policy is carried out without regard to race, color, religion, sex national origin age, physical or mental disability, or other non-merit factor.

3.2. Background. The Government Employees Training Act (Chapter 41, Title 5, USC) is the legal basis for setting up training and educational programs to broaden opportunities for lower-grade level employees. The Equal Employment Opportunity (EEO) Act of 1972 (Public Law 92-261) requires agencies to set up training and educational programs needed to develop employees' KSAs so that they may perform at their highest potential. In addition, Section 501 of the Rehabilitation Act of 1973 and the Vietnam Era Veterans Readjustment Assistance Act of 1974, requires the same opportunities be afforded to employees with disabilities and eligible Vietnam Era and disabled veterans.

3.3. Objectives. The goals of the DOP are established according to mission and organizational needs and they are as follows:

- 3.3.1. To provide the means by which the capabilities of participants are increased to the fullest extent possible.
- 3.3.2. To provide employees with an opportunity to enter bridge or career positions through planned on-the-job and formal training.
- 3.3.3. To increase employee morale.

3.4. Relationship with Affirmative Employment (AE). The DOP is an integral part of AE. It can be an appropriate vehicle for placement of women, minorities, and the disabled into positions where underrepresentation exists.

3.5. General Responsibilities. The DOP requires the full commitment of commanders, functional managers, supervisors, civilian personnel officers, participants and others to ensure its success. Each strives to ensure the full use and upward progression of employees whose performance, work history, interest, assessed potential and education can be matched with developmental opportunities related to mission needs.

3.6. Responsibilities of Commanders:

- 3.6.1. Ensure the DOP is incorporated into the base MPP and implemented.
- 3.6.2. Ensure that managers and supervisors are knowledgeable and trained.
- 3.6.3. Express support and commitment to the DOP.

3.6.4. Provide adequate resources based on availability of funds for the program including provisions for financial planning and budgeting.

3.7. Responsibilities of Functional Managers and Supervisors:

- 3.7.1. Identify positions which may be filled through the DOP while on line with the mission and needs of the installation.
- 3.7.2. Identify KSAs required at each step of the career ladder.
- 3.7.3. Restructure positions to increase developmental opportunities.
- 3.7.4. Counsel and encourage employees to apply for the DOP.
- 3.7.5. Identify training needs that are cost-effective.
- 3.7.6. Provide periodic evaluation of trainees' performance and progression.
- 3.7.7. Identify participants who are not satisfactorily progressing and discuss with the CPF appropriate action to be taken.

3.8. Responsibilities of the Civilian Personnel Officer or Designee:

- 3.8.1. Design and implement the program.
- 3.8.2. Serve as coordinator of the program.
- 3.8.3. Assist functional managers and supervisors to identify positions to be filled through the DOP.
- 3.8.4. Publicize programs.
- 3.8.5. Counsel employees.
- 3.8.6. Develop and implement appropriate selection procedures.

3.9. Eligibility. All US citizen employees at GS-1 through GS-8 and WG-1 through -7 who are not serving under a time-limited appointment or on a position that is targeted to GS-9 or above. Employees serving under excepted appointing authorities may be selected only if appointment to the target position can be made under the same appointing authority or if the appointing authority provides for conversion into competitive appointments.

3.10. Identification of Positions. Critical to the success of the program is the identification of appropriate target positions. To identify possible target positions suitable for developmental opportunity consideration, it may be necessary to analyze the skills of current employees, review current and anticipated position vacancies, and determine which positions lend themselves to restructuring.

- 3.10.1. Not every position that can be restructured need be included in the DOP. Determination of inclusion in the DOP is made by the supervisor on a continuing basis as vacancies become available.
- 3.10.2. Once target positions, specific positions for which the employee is being trained, have been identified, the normal line of progression or career ladders should be established. Target positions should be restructured to the entry or intermediate grade levels with an identified final target position.
- 3.10.3. Target positions are normally classified as either career or bridge positions. Career positions are either positions which extend to GS-9 or above (usually two-grade interval series) or WG posi-

tions with journeyman grades of WG-8 or above; while bridge positions are lead-ins or provide qualifying experience for the career positions. Developmental opportunity usually encompasses movement from support positions, those positions which normally do not provide the possibility for advancement to the GS-9 or above or WG-8 or above level or the experience needed to progress to other positions, into bridge or career positions or movement from bridge positions into career positions.

3.11. Implementation.

3.11.1. Selection for placement into a developmental opportunity position is accomplished through competitive methods as required by AFPD 36-2 and the base MPP. Individuals may be selected for competitive promotions, reassignments, or changes-to-lower-grade. Candidates are identified through any number of competitive methods: PPRS, self-assessment, panel interviews, assessment centers or other job-related performance exercises; or any combination of methods, e.g., locally developed self-evaluation criteria or forms and PPRS, PPRS and panel interviews, etc. Whatever method is used, it is based on the JA of the entry level position.

3.11.2. Candidates must meet basic eligibility requirements, unless training agreements are utilized or competitive reassignments as authorized under the general amendment to qualification standards. Any minimum education, license, or certification requirements must be met and cannot be waived. The area of consideration may be limited to major organizational entities (e.g., laboratories, centers, directorates, etc.) according to the base MPP.

3.11.3. Employees selected for positions identified for inclusion in the DOP are entitled to pay retention in accordance with governing OPM regulations.

3.12. Training Agreements. Training agreements are required when intensive training is used as a substitute for normal qualification standard requirements. Based on the delegation in authority by OPM and DOD, bases will develop DOP training agreements that include waivers of qualification requirements, including time-in-grade, and/or one accelerated promotion. All agreements are submitted to and approved by the installation commander or designee and are reviewed at least annually. The training agreements must describe:

- Reason for agreement.

- Positions to be covered.

- Selection procedures.

- Length of training.

- General training plan.

- Flexibility provision for the length and intensity of training.

3.13. Formal Training Plan. A formal training plan is required for each employee on a training agreement. In all other cases, a formal training plan may be used. The plan delineates the training and developmental activities required to qualify for the target position. The plan should include the following:

- 3.13.1. The KSAs needed for successful performance in the target position.

- 3.13.2. Objectives related to the KSAs.

- 3.13.3. Specific training and developmental activities needed to meet objectives.
- 3.13.4. Flexibility provision for the length and intensity of training.
- 3.13.5. Target dates for completion of objectives. Provisions for periodic evaluations.

3.14. Counseling. The CPF, in addition to supervisors, is responsible for providing comprehensive counseling to assist employees in identifying their career goals, qualifications, and match these with organizational needs and developmental opportunities. Counseling may be accomplished by the servicing employee development specialist, affirmative employment specialist, or individuals knowledgeable about staffing procedures and the MPP.

Chapter 4

MILITARY SPOUSE PREFERENCE PROGRAM

4.1. Authority. The authority for military spouse preference is Public Law (PL) 99-145, as amended by PL 99-661 and PL 100-180 (10 USC, Section 133 Note). This chapter implements *DoD Instruction 1404.12, Employment of Spouses of Active Duty Military Members Stationed Worldwide*. Air Force policy and procedures for military spouse preference employment in nonappropriated fund (NAF) positions are addressed according to *Air Force Instruction 34-310, Nonappropriated Fund Personnel Program Management and Administration Procedures*. This manual does not apply to the filling of Air Force Reserve or Air National Guard Technician positions.

4.2. Military Spouse Preference Eligible. Eligibility for military spouse preference is not warranted to the dual military couples where one spouse is discharged and desires to seek civil service employment at the current duty station. Eligibility as a military spouse preference applicant may be established if one of the following conditions are met:

4.2.1. A military spouse who entered into marriage with the military member prior to relocating because of service under a statutory tour. Eligibility for preference does not extend to the military spouse unless marriage took place prior to the relocation of the military member to the new duty station area.

4.2.2. For foreign area assignments, a military spouse who marries subsequent to a permanent change of station (PCS) assignment to a foreign area and who acquires command sponsorship in accordance with *DoD Instruction 1315.7, Military Personnel Assignments*, as implemented by the sponsor's military department, may acquire the entitlement to military spouse preference.

4.2.3. Is a spouse of a new recruit to active duty in the Armed Forces relocating to a new and permanent duty station after completing basic and advanced individual training at one or several temporary duty stations.

4.2.4. Is a spouse of a new recruit who has received a permanent assignment at the same duty station where all of the initial entry training was received.

4.2.5. Is a spouse of a former military member placed directly within the permanent unit of assignment without undergoing initial entry training.

4.2.6. Is a spouse of a member of the National Guard who has been called to active duty under the provisions of Title 10. In this instance, military spouse preference applies only if the spouse has relocated as a result of the activation of the National Guard military member sponsor under Title 10.

4.3. Applicability of Military Spouse Preference. The following are instances in which military spouse preference is not applicable:

4.3.1. Positions in the National Security Agency (NSA), the Defense Intelligence Agency (DIA), or other organizations in the DoD Components that have a primary function of intelligence, counterintelligence, or national security, including Civilian Intelligence Personnel Management System (CIPMS) positions.

4.3.2. Professional educator positions with the Department of Defense Dependent Schools (DoDDS). Spouse applicants for DoDDS educator positions with this system are given preference according to

DoD Directive 1400.14, Salaries and Personnel Practices Applicable to Teachers and Other Employees of the DoD Overseas Dependents' Schools System.

4.3.3. Full performance level competitive or excepted service positions covered by mandatory mobility agreements.

4.3.4. Fill actions when such actions would adversely impact ongoing affirmative employment Equal Employment Opportunity (EEO) programs; that is, when programs for achievement of minority and gender equality, programs for persons with disabilities, or programs for affirmative employment of veterans, including disabled veteran appointments and Veteran Readjustment Act Appointments (VRA); would be adversely affected.

4.3.5. Situations involving statutory or regulatory entitlements; that is, placement entitlements stemming from reemployment rights, grade retention rights, or rights conferred by court decisions.

4.3.6. Filling of positions when statutes or regulations on veterans preference or nepotism would be violated.

4.3.7. The filling of positions when a placement would result in the displacement of a current employee of the activity (i.e., conversions from special appointing authorities).

4.3.8. The filling of positions when placement of a military spouse would prevent placement of an overseas returnee registrant of the DoD Priority Placement Program (PPP) or a PPP Priority 1 or 2 registrant.

4.3.9. A sponsor's move when the move is a PCS that is in conjunction with retirement or separation.

4.3.10. Placements when followed by placement into any continuing DoD position at the new duty location; that is, following entry on duty in a position expected to continue for one year or longer in either the appropriated or NAF work force, whether or not preference was applied.

4.3.11. DoD employment following non-DoD Federal agency employment in a continuing position at the new duty location.

4.4. Scope.

4.4.1. Worldwide for spouses of active duty military members of the US Armed Forces applying and referred for certain appropriated fund positions in the excepted and competitive services in the DoD Components for all GS and FWS positions.

4.4.2. Reciprocally across DoD Component lines for positions in the same commuting area as that of the new duty station of the military member sponsor.

4.4.3. Spouses eligible for preference should be included as a part of minimum consideration areas in the competitive placement process. Generally, the minimum consideration area will include all military spouses eligible for noncompetitive appointment in the competitive service.

4.4.4. Placement of military spouses through this registration does not entitle the spouse to relocation expenses under the DoD JTR or retained grade or pay, unless otherwise entitled.

4.5. Employment Information and Assistance. Employment information and assistance will be made available for spouses seeking employment. This includes information provided as a part of a coordinated effort with the Individual Newcomer Treatment and Orientation (INTRO) program staff members and

with the Family Support Center spouse employment assistance section. As a minimum, lists of currently established positions should be readily available for review by spouses as an indicator of employment possibilities or recruiting requirements. Applications from eligible military spouse preference candidates must be submitted to and accepted at the CPF based on current and projected position vacancies.

4.6. Claim for Preference. The CPF must advise the military spouse of the entitlement to claim spouse preference for DoD established positions. Military spouses must be advised of various application procedures and encouraged to apply under all appropriate options. In advising the military spouse, the following information should be conveyed so that there is no doubt as to the intent of the program:

- 4.6.1. Spouse preference shall be limited to the specific position(s) for which applied.
- 4.6.2. Spouse employment preference may be exercised once for each permanent relocation of the sponsor to an active duty location.
- 4.6.3. Declination of a continuing position for which the spouse has requested preference will serve to remove a claim for preference for DoD positions in the commuting area of the sponsor's duty location.
- 4.6.4. Military spouse preference applies when the spouse has been determined to be among the "best qualified" for the position to which referred.
- 4.6.5. Except for those military spouses reached for placement under Direct Hire Authority or from an OPM register, including OPM registers maintained under a Delegated Examining Unit (DEU) or Specialized Examining Unit (SEU) provisions, military spouses may be considered as preference eligible only if the grade of the position to which referred is no higher than a grade previously held on a permanent basis.
- 4.6.6. Military spouses may be considered concurrently for a number of positions. For example, the military spouse on LWOP may be eligible for competitive promotion consideration, and may also be eligible as a spouse preference candidate for a grade no higher than previously held on a permanent basis.
- 4.6.7. The military spouse should be advised to claim preference according to personal employment eligibility as follows:
 - 4.6.7.1. Current Air Force employed military spouses requesting LWOP to accompany the military sponsor to a new active duty location and desiring consideration at the new Air Force location should apply for preference at the losing installation through the DCPDS special placement procedures. Upon request at the gaining installation, the spouse must be able to provide the following basic application information: a copy of the placement and experience history brief, and a copy of the sponsor's PCS orders, to include any amended orders, as applicable.
 - 4.6.7.2. Current Air Force employed military spouses desiring consideration at non-Air Force DoD activities, or preference candidates eligible for noncompetitive appointment to Federal service positions, will claim preference through the procedures established in *DoD 1400.20-1-M, Department of Defense Program for Stability of Civilian Employment*, Appendix F (Program "S"). Eligibles include current Federally employed spouses, spouses with competitive service reinstatement eligibility, and spouses eligible for appointment under E.O. 12721. Consideration of spouses in this group requires the spouse to present an up-to-date employment application, a copy of the military sponsor's PCS orders, and documentation confirming appointment eligibility.

4.6.7.3. Military spouses without civil service status and without eligibility under E.O. 12721 may also exercise military spouse preference. When certifying a military spouse preference candidate under either of the following groups, an available veteran may not be passed over to select a nonveteran, nor may an available military spouse preference eligible be passed over to select a nonspouse preference eligible. Military spouses should be advised of the following:

4.6.7.3.1. If certification will be from an OPM register, from an OPM SEU or DEU register, or under Direct Hire Authority, the military spouse must notify and present proof of appointment and preference eligibility to the CPF. A copy of an up-to-date employment application, a notice of rating, and the military sponsor's PCS orders confirming relocation to the new active duty station, are the basic documentation necessary to enable the military spouse preference determination.

4.6.7.3.2. In foreign areas, military spouses may exercise military spouse preference through local Applicant Supply File (ASF) procedures as a Schedule A appointee, family member eligible. The military spouse must notify the CPF of his or her intent to claim military spouse preference. A copy of an up-to-date employment application and the military member sponsor's PCS orders confirming relocation to the new active duty station are the basic documentation necessary to enable the military spouse preference determination.

4.7. Preference Determinations. CPFs have the overall responsibility for making preference determinations as follows:

4.7.1. **Verification of Spouse Status.** Military spouses who entered into marriage prior to relocating to the sponsor's new active duty location must be identified as the spouse of a military member relocating under a statutory tour. For those military spouses who acquire command sponsorship according to the provisions of paragraph 4.2.2., a copy of the local Commander's approving statement, in addition to a copy of the military member sponsor's PCS orders, will serve to verify the status of the spouse preference candidate.

4.7.2. **Time Period of Preference.**

4.7.2.1. In the United States, Guam, Puerto Rico, and other Territories and Possessions of the US, the time period of military spouse preference eligibility begins 30 days before the military sponsor's reporting date to the new location, and applies without time restriction, except that spouses seeking preference with less than six months time remaining in the area will not be given military spouse preference.

4.7.2.2. For foreign areas, the military spouse preference candidate may file an application for employment 30 days before anticipated arrival; however, spouses may not receive preference until actually reporting to the foreign area CPF. Spouses seeking preference with less than six months time remaining in the overseas area will not be given military spouse preference.

4.7.3. **Employment Eligibility.** The military spouse must be eligible for employment according to 4.6.7. of this chapter.

4.7.4. **Qualification Determination.** The military spouse preference eligible must meet the minimum qualification standards and other basic eligibility criteria in order to be initially considered. In addition, the military spouse must have been determined to be within the best qualified group before being referred as a military spouse preference eligible.

4.8. Documenting Preference. Initial preference determination will be annotated on the application form. When the military spouse is employed based on spouse preference, the Standard Form (SF) 50B, Notification of Personnel Action, will cite the second authority code and authority according to the OPM *Guide to Processing Personnel Actions*.

4.9. Applying Preference.

4.9.1. Noncompetitive Referrals. Noncompetitive selections and placements may be made without application of military spouse preference; that is, reassignment, change-to-lower-grade, transfer (reassignment and change-to-lower-grade), noncompetitive repromotion, placement to satisfy Reemployment Priority List (RPL) entitlement or OPM Interagency Placement Program (IPP) requirement, and placement to satisfy ongoing EEO programs according to paragraph 4.3.4.

4.9.2. Application Procedures. Positions filled through open competition must be listed and applications must be accepted from military spouse preference applicants. A spouse preference candidate who applies after a referral list has been issued is not entitled to consideration as long as the selection is made from that original list.

4.9.3. Competitive Referrals. When competitive procedures are used and the position will be filled through open competition, military spouses eligible for appointment or assignment who have been determined to be military spouse preference eligibles must be considered.

4.9.4. Targeted Positions. When filling targeted positions, the preference applies at the permanent target grade of the position to be filled. When application is based on prior civil service employment eligibility, the target grade must be no higher than the highest grade previously held in the Federal service.

4.9.5. Applicant Rating and Referral. The military spouse preference eligible is rated in relation to competitive candidates for the position. Military spouse preference eligibles who rank equal to or higher than the lowest ranking referable candidate are considered to be in the best qualified group. If the spouse is among the best qualified, he or she will be referred to the selecting supervisor in advance of other competitive candidates. If selection is to be made from the competitive recruitment source, a referred military spouse preference eligible must be selected. If the CPF is unable to contact the spouse after reasonable attempts to verify availability, the spouse may be nonselected and the certificate must be documented accordingly. CPFs refer DCPDS category M1 registrants concurrently with Program "S". The same best qualified criteria that is applied to M1 registrants must also be applied consistently to Program "S" military spouse candidates. If more than one spouse preference candidate is in the best qualified group, the selecting official may select any of the spouse preference candidates.

4.9.6. Career Program Positions. When qualified non-Air Force spouse preference eligibles apply for positions covered by career programs, a copy of the military spouse's application which has been coded (qualifying series and skills) along with the most recent appraisal, will be sent to the appropriate career program PALACE Team at the Air Force Civilian Personnel Management Center (AFCPMC) accompanying the request for the certificate of eligibles. CPFs must notify AFCPMC of the availability of a currently employed Air Force military spouse preference eligible and forward a copy of the preference eligible's placement and experience history brief. The Air Force military spouse does not have to be registered in the career program to receive preference (see *Air Force Manual 36-606, Air Force Civilian Career Management*, Chapter 1, Section 1.18.1.1.).

4.10. Exception to Spouse Preference. Exceptions may be made to the selection of a military spouse preference eligible. The authority to approve such an exception is delegated to the Commander to whom the appointing authority is delegated at the location where application is made. That authority may be redelegated to the CPFs. An exception should be rare and based only on compelling hardship to the mission or to the applicant.

4.11. Spouse Preference Registrations and Documentation Requirements. The losing and gaining CPFs are jointly responsible for PPP Program "S" or the DCPDS category M1 (if Air Force) special placement registration of the military spouse. The registering CPF and the CPF performing the file maintenance, if different, must retain the following documentation on each military spouse preference candidate:

- 4.11.1. An employment application or Air Force Placement and Experience History Brief (for those military spouses who want Air Force to Air Force consideration only);
- 4.11.2. A copy of the most recent appraisal;
- 4.11.3. A copy of the official PCS orders authorizing the preference eligible spouse to relocate with the military member sponsor under a statutory active duty tour;
- 4.11.4. Registration/File Maintenance Format, or a printout of the PTI PPA and CC-1 transactions; and
- 4.11.5. Any other documentation necessary to support a claim for military spouse preference. The registration record must be retained for a two-year period following deletion as a military spouse preference eligible for that duty location assignment.

Chapter 5

EMPLOYMENT OF EXPERTS AND CONSULTANTS

5.1. Authority. Policies and procedures for requesting, approving and employing experts and consultants in Air Force by appointment with or without compensation are based on 5 USC 3109 and DOD Directive 4205.2, DOD Contracted Advisory and Assistance Services (CAAS).

5.2. Employment of Experts and Consultants Mission Statement. The use of experts and consultants is a means of availing the Air Force of temporary and intermittent services of highly specialized individuals to accomplish mission requirements which cannot be obtained from in-house personnel or by other appointments. The authority can be revoked for misuse.

5.2.1. **Employment of Consultants.** When essential to the mission, services of a consultant may be obtained to secure specialized opinions or professional or technical advice that does not exist or is not available within the Air Force or DOD; outside points of view to avoid a limited judgment of critical issues; knowledge of developments in industry, university, or foundation research; opinion of noted experts whose national or international prestige can contribute to the success of important projects; or citizen advisory participation in developing or implementing government programs that, by their nature or statutory provision, call for such participation. A consultant is assigned to operational activities only in rare and unusual cases when this is the only way her or she can obtain information needed to formulate specific advice or recommendations.

5.2.2. **Employment of Experts.** When essential to the mission, services of an expert may be obtained when expertise does not exist or is not available to perform work of a specialized nature. These services may be obtained for a temporary or intermittent period. An expert performs the intermittent or temporary work in an operational activity which may include some advisory services. An expert possesses superior qualifications and a high degree of attainment and standing in a professional, scientific, technical, or other field. His or her attainment is such that he or she usually is regarded as an authority or as a practitioner of unusual competence and skill by other persons in the profession, occupation, or activity.

5.3. Authority to Employ Experts and Consultants by Appointment. All appointments and reappointments must be approved by the Office of the Secretary of Defense. Requests must be submitted through MAJCOM channels to HQ USAF/DPCC for processing.

5.4. Conditions of Employment. Appointments are limited to the specific period for which the need for the employee's services exist. They cannot extend beyond 365 calendar days (a service year) from the date of the initial appointment. New appointments may be made at the expiration of 365 calendar days. Appointments initially made less than 365 calendar days may be extended to the end of that period.

5.4.1. **Actual Workdays.** The maximum number of workdays which may be authorized within 365 consecutive calendar days by initial appointment or reappointment is 130. If less than 130 workdays is initially authorized, additional workdays may be authorized by extending the initial appointment. If appointment is extended beyond 130 workdays, the employment becomes temporary.

5.4.2. **Compensation Granted.** Compensation for experts and consultants cannot exceed the daily rate for the maximum payable rate of GS-15. The rate of compensation is set by the selecting official with

assistance from the servicing CPF. The rate of compensation is based on: the value and importance of the services performed; the person's experience and attainments; and the rate of compensation that may be set on a hourly or daily basis as a precondition of employment. If a daily rate is established, the expert or consultant is paid that rate regardless of the number of hours worked during the day. If an hourly rate is established, the expert or consultant is paid only for the hours worked; however, the actual compensation paid cannot exceed the maximum authorized daily rate. Overtime, night differential, holiday, or premium pay benefits are not applicable to experts or consultants.

5.4.3. **Without Compensation.** An expert or consultant may be employed without compensation. Each such expert or consultant must sign a waiver of compensation to protect the Government against future claims for services rendered. A waiver must be executed before the services are rendered. A waiver is kept as a permanent record in the OPF.

5.4.4. **Security Requirements.** An expert or consultant is subject to the investigative and clearance requirements of DOD 5200.2R, DOD Personnel Security Program and AFI 31-5, Investigation, Clearances, and Access Requirements.

5.5. Concurrent Use of Expert or Consultant by Air Force Activities. The services of an expert or consultant may be needed and used by several Air Force activities. An Air Force activity may use the services of an expert or consultant of another activity without making a new appointment as long as the nature of the duties performed, the compensation to be paid, and the conditions of the employment are similar. In these circumstances arrangements may be made with the appointing Air Force activity so that the additional service is reflected in the person's appointment documents and records of service rendered, and the funds for compensation paid can be transferred between activities.

5.6. Responsibilities. The Director of Civilian Personnel Policy and Personnel Plans, HQ USAF/DPC, and the Directors of Civilian Personnel at major command level are responsible for assuring all requests meet the requirements of 5 USC 3109. Installation commanders with appointing authority are responsible for providing leadership in the establishment and enforcement of Air Force policies.

5.7. Employment Procedures. At the time of the initial appointment the selecting official: determines the need and propriety of using the expert's or consultant's services and accomplishes DD Form 2292, **Request For Appointment or Renewal of Appointment of Consultant or Expert**; prepares an SF 52, **Request for Personnel Action**; prepares a detailed statement of work, indicating that the appointee will only be assigned the duties for which the **appointment** is made (information must be described in enough detail to determine that establishing a regular civil service position is not practical); obtains a resume or employment application, **Personal Qualification Statement** (or equivalent employment application); furnishes a description of the circumstances substantiating that it is impossible or impractical to obtain equally qualified applicants through other methods such as detail, promotion, reassignment of personnel (civilian or military) within the organization or activity concerned or recruitment under civil service procedures; provides a statement of employment and financial interests and other determinations required by DOD 5500.7, *Joint Ethics Regulation*, DD Form 1555, **Confidential Statement of Affiliations and Financial Interests**; submits the request along with the DD Form 1555 and DD Form 2292, to the appropriate manpower, budget, and legal offices for determinations as required by DOD 5500.7, before sending the SF 52 and accompanying documentation to the CPF.

5.8. Recording Days of Work. The selecting official maintains a current record of the days and hours worked by each expert or consultant so this information can be provided to the CPF when the employee terminates. This is not required if payroll records provide this information.

5.9. Termination of Appointments. When the work of an expert or consultant is completed, the selecting official immediately requests termination of the appointment on an SF 52. Offices using such services must make sure that the appointee does not work more than the total number of days authorized by the appointment. Before the appointment expires, the management official determines whether to terminate the appointment or to request an extension or reappointment. Request for reappointment should be submitted to HQ USAF/DPC at least 120 days prior to expiration of appointment.

5.10. Annual Communication Requirement. 5 CFR Part 304 requires that agencies comply with the statutory requirements of 5 USC 3109 and guard against violations and inappropriate use of the appointing authority. HQ USAF/DPC will communicate this caution at least annually through mess, electronic mail, or memorandum. Public Law 102-378 amended 5 USC 3109 to require each agency to report to OPM annually on the number of days worked and the amount paid to each expert or consultant. DCPDS is used to generate supporting data for the management of the employment of experts and consultants program, whenever possible.

5.11. Quarterly Review of Appointments. At the beginning of each calendar quarter, the CPF must require selecting officials to review and certify on the AF Form 2291, **Expert or Consultant Quarterly Review**, for each expert or consultant who is to be continued for another quarter under the current appointment conditions. Major commands are responsible for the required coordination and evaluation regarding this review.

Chapter 6

EMPLOYING RETIRED MEMBERS OF THE ARMED SERVICES

6.1. Authorities. This chapter implements DOD Directive 1402.1, *Employment of Retired Members of the Armed Forces*. In accordance with provisions of that directive the following officials are designated to approve appointments of retired members of the Armed Forces during the 180 days after retirement:

6.1.1. Each MAJCOM Director of Civilian Personnel is designated to act for the Secretary of the Air Force on proposed appointments or transfers to the following appropriated fund positions: Wage System Positions; General Schedule (GS) positions, GS-7 and below; and GS-8 and above positions for which payment of travel expenses to first duty station has been authorized.

6.1.2. The Director of Civilian Personnel Policy and Personnel Plans, HQ USAF/DPC, is designated to act for the Secretary of the Air Force on proposed appointments or transfers to all other appropriated fund positions.

6.2. Requests for Approval.

6.2.1. Requests must provide all of the following information in sequential order. The required enclosures must be provided together with additional enclosures that may be appropriate to support the waiver request. All enclosures must be legible.

6.2.1.1. Information About Proposed Appointee.

The effective date (YYMMDD) of the retirement from the Armed Forces.

Rank at time of retirement.

Pay grade and Uniformed Service, at the time of retirement; whether regular or nonregular

A current resume or employment application completed by the proposed appointee.

6.2.1.2. Information About the Position Involved.

Date (YYMMDD) the position was established.

Date (YYMMDD) it was last occupied.

Whether the position was converted from military to civilian status.

Date (YYMMDD) of conversion (if converted).

Reason for conversion.

Whether the proposed appointee was the last military occupant.

A current position description.

Whether the position is continuing or temporary.

A copy of the qualification standard(s) covering the position. (Reference may be made to the applicable OPM Qualifications Operating Manual, when being applied without modification.)

Whether efforts to fill the position have been continuous since it became vacant; if not, the reasons therefor.

6.2.1.3. Consideration of Agency Career Employees. To ensure that full consideration, in accordance with placement and promotion procedures, was given to eligible career employees, the following information shall be included:

6.2.1.3.1. A copy of any notices used to publicize the vacancy to interested career employees.

6.2.1.3.2. Identify how the proposed appointee is better qualified than all persons given consideration; provide a comparative analysis of the qualification of the three best qualified candidates for the position; include copies of the resume or employment application, or career brief.

6.2.1.3.3. A statement as to whether the applicable placement and promotion procedures were followed; if these procedures were not followed the reasons therefor.

6.2.1.3.4. A copy of the certificate, register, or list of eligibles referred to the selecting official for consideration.

6.2.1.4. Appointment From a Civil Service Register. When the proposed appointee has eligibility on an appropriate civil service register, or equivalent, and has been reached for appointment, the following **additional** information will be provided:

6.2.1.4.1. A copy of the certificate of eligibles on which the proposed appointee's name appears. The examination announcement under which the proposed appointee filed shall be identified if it is not included on the certificate itself.

6.2.1.4.2. A copy of the request for certificate, including selective placement factors and names of nominees if selective certification or name request was involved. If name requested, state the reason(s) for using a name-request.

6.2.1.4.3. A statement as to how the proposed appointee is superior to any eligibles standing higher on the certificate and a comparison with the top two.

6.2.1.5. Appointment From Other Than a Civil Service Register. When it is proposed to appoint a retired member from other than a civil service register, the following additional information shall be provided:

6.2.1.5.1. The authority (OPM Regulation) under which the retired member will be appointed.

6.2.1.5.2. If temporary appointment pending the establishment of a register authority has been secured, a copy of the request for a certificate of eligibles, including selective factors and a copy of the authority.

6.2.1.5.3. If any positive recruiting efforts were made to seek out applicants for the position, the methods used (specific dates and places), copies of any notices publicizing the vacancy, and any contacts with recruiting sources.

6.2.2. Requests must be self-contained so that reviewing officials can easily understand without cross-referencing with the specific provisions of this chapter.

6.3. Where to Submit Requests. Submit requests for approval to the proper designee outlined in paragraph 6.1. Requests that require the approval of HQ USAF/DPC must be sent (one copy) through servicing MAJCOM/DPC to the Civilian Policy Division, HQ USAF/DPCC.

6.4. Reviewing Requests That Require HQ USAF/DPC Approval. Each servicing MAJCOM thoroughly reviews each request received as if final approval authority rested at that level. Requests that are not complete and sufficiently justified or that appear questionable are disapproved by the MAJCOM or returned to the activity for more information or justification. **In no case** will the MAJCOM send a request to HQ USAF/DPCC that is not complete, wholly justified and considered to be a bona fide request above suspicion. The MAJCOM Director of Civilian Personnel (or acting director) personally review requests being forwarded to HQ USAF.

6.5. Maintaining Data at MAJCOM and Installation Level.

6.5.1. MAJCOM/DPCs maintain a record of all requests that are disapproved at that level. This record includes requests requiring HQ USAF/DPC approval that were disapproved after the command Director of Civilian Personnel reviewed them. These records must be disposed of according to AFMAN 37-139, *Disposition of Air Force Records - Records Disposition Schedule*.

6.5.2. Approval requests and supporting documents, if any, are made a part of the application that was the basis for the appointment. They become a part of the permanent personnel record of the individual concerned.

6.6. Information Requirements. If needed for a report, statistical data of retired members of the Armed Forces that have been appointed to civilian positions may be obtained from the DCPDS.

Chapter 7

EMPLOYMENT OF FOREIGN NATIONALS IN FOREIGN AREAS

7.1. Authority. This chapter establishes command responsibilities for arrangements with foreign governments on the employment and administration of national personnel of host countries. It implements Department of Defense Instruction (DODI) 1400.10, *Employment of Foreign Nationals in Foreign Areas*.

7.2. Commander Responsibility.

7.2.1. Each major commander servicing activities in foreign areas furnishes instructions to lower echelons to ensure the identification and referral for command guidance of:

7.2.1.1. Problems arising in operating under existing agreement or arrangements, or problems requiring the negotiation of agreements or arrangements. Major developments requiring deserving higher level attention. Refers matters regarding unresolved differences relating to salaries, benefits, etc.; issues warranting deviation from prevailing practice(s); and other unresolved differences having significant budgetary or legal implication to HQ USAF/DPC (see DODI 1400.10, paragraphs E5 and E8).

7.2.1.2. Matters of policy or law requiring clarification.

7.2.1.3. Terms and conditions of employment for foreign national employees (see DODI 1400.10, paragraph E3).

7.2.2. Each major commander, if serving as Air Force component commander in a unified command for a foreign area:

7.2.2.1. Supplies advice or recommends action to the unified command responsible for the foreign area concerned.

7.2.2.2. Designates management personnel familiar with foreign national personnel administration to represent the Air Force in developing, coordinating, and participating (if appropriate) in negotiating agreements or arrangements. If qualified personnel are not available locally, the command furnishes assistance from command level. He or she must exercise the utmost care in carrying out this responsibility due to the impact of such negotiations on our relationships with foreign governments and on our ability to perform assigned missions.

7.3. Additional Instructions. Air Force Supplement to FPM Chapter 301 contains additional instructions and guidance for administering non-US citizen programs.

7.4. Forms Prescribed: AF Form 177, **Statement of Physical Ability for Light Duty Work**, AF Form 1630, **Central Skills Bank Registration and Geographic Availability**, AF Form 1813, **Air Force Job Analysis Alternative Method Documentation**, AF Form 2075, **Job Analysis Worksheet**, AF Form 2076, **Progression Level Factor (PLF) Analysis**, AF Form 2077, **Promotion Evaluation Pattern (PEP) Worksheet**, AF Form 2078, **PEP Continuation Worksheet**, AF Form 2079, **Selection Interview Worksheet**, AF Form 2080, **Interview Worksheet**.

Chapter 8

THE REGIONALIZED MERIT PROMOTION AND INTERNAL PLACEMENT PROGRAM

8.1. Purpose . This chapter applies to organizations that are serviced by the Air Force Personnel Center (AFPC). Chapter 2 of AFMAN 36-203 will continue in effect for other organizations until such time as their civilian personnel servicing migrates to AFPC.

8.1.1. This merit promotion and placement plan provides a uniform and equitable means of referral and selection for all internal placement actions according to merit principles. The plan conforms with principles specified in Title 5, Code of Federal Regulations (CFR) Part 335, *Promotion and Internal Placement*; AFD 36-2, *Employment and Affirmative Action*; and AFI 36-2024, *Staffing Civilian Positions*. Subject plan will be implemented at local installations for all serviced positions upon satisfactory completion of partnering efforts and servicing has migrated to AFPC. Once implemented, changes to the plan will require advance approval of HQ USAF/DPF.

8.1.2. Qualification, evaluation, and/or selection of candidates will be made without regard to political, religious, or labor organization affiliation or nonaffiliation, marital status, race, color, gender, national origin, non-disqualifying disability, sexual orientation or age and shall be based solely on job-related criteria in accordance with position requirements. If placement or promotion actions in an organization indicate failure to adhere to the principles of equal opportunity or merit consideration, or have the appearance of preferential treatment, the commander (or management official authorized to direct personnel actions) of the organization may withdraw the authority to select from the supervisor and assign this authority to another selecting official. This is essential to protect selected employees and selecting officials from unwarranted allegations that selections are influenced by non-merit factors.

8.1.3. Provided there are no higher placement priorities, managers have the right to select or nonselect candidates from any appropriate source. These include, but are not limited to merit promotion candidates. Applicants available from any external or internal source may be considered concurrently or independently (either before or after) the referral of merit promotion candidates.

8.2. Coverage .

8.2.1. This plan applies to filling all positions in the competitive service and specifically designated positions in the excepted service, by internal placement with the following exclusions:

8.2.1.1. Positions covered by Department of Defense (DOD) or Air Force Career Management Programs.

8.2.1.2. All positions, grades GS-15 and above, Scientific and Professional (ST) positions, and Senior Executive Service (SES) positions, and other equivalent positions at the senior level.

8.2.1.3. Positions covered by OPM-approved personnel demonstration projects.

8.2.1.4. All Civilian Intelligence Personnel Management Systems (CIPMS) positions.

8.2.2. This plan applies to all appropriated fund employees occupying permanent, term, and indefinite positions (including those on Overseas Limited Appointments of indefinite or not to exceed five years duration because of the overseas rotation program) in the competitive service; employees serving under excepted service appointments who have competitive status; employees currently serving

under Veterans' Readjustment Appointments (VRA); employees currently serving on a Schedule B excepted service appointment under the Veterans Employment Opportunities Act of 1998, when the area of consideration is expanded outside of DoD; and Schedule A Family Members, whose positions are temporarily converted to the excepted service; as well as the following:

8.2.2.1. Employees registered for consideration through Central Skills Bank (CSB) under the Promotion and Placement Referral System (PPRS) at organizations serviced by AFPC.

8.2.2.2. Employees who have self-nominated themselves for a job listed under the Standard Automated Inventory and Referral System (STAIRS) for organizations serviced by AFPC.

8.2.2.3. Status applicants (e.g., reinstatement or transfer candidates) who are competing for positions at a higher grade or which have greater promotion potential than the ones they currently or have previously occupied on a permanent basis in the competitive service.

8.2.3. Employees, otherwise covered, will be excluded from consideration under the following conditions:

8.2.3.1. They have not submitted a résumé to AFPC/DPC prior to the closing date of the vacancy announcement for organizations using STAIRS for referral.

8.2.3.2. They have not completed 3 months of service after appointment from an Office of Personnel Management (OPM) or Delegated Examining Unit competitive certificate.

8.2.3.3. They are on leave without pay (LWOP) and are not expected to return to duty or are on sick leave pending disability retirement.

8.2.3.4. They occupy a developmental position at the same grade, intervening grade, or target grade, of the position being filled (see para 8.13.3.).

8.2.3.5. They have a current appraisal rating of less than Fully Successful (Level 3) or equivalent.

8.2.3.6. The position requires access to sensitive information and their security clearance has been revoked or denied.

8.2.3.7. They do not meet time-in-grade requirements.

8.2.3.8. They did not self-nominate for consideration within the time frame of the job listing under STAIRS, including former employees absent in military service; those serving with an international organization; and those absent because of a compensable injury.

8.2.3.9. Under PPRS, those whose records have not been skills coded into DCPDS. (Employees may not be denied consideration for longer than 90 days under this provision, unless the reason for the delay is the failure of the employees to provide the information required and they have been informed this will result in their failure to be considered for promotion/referral.)

8.3. Identifying Candidates. The initial screening of Air Force candidates (i.e., eligibility determination) and ranking will be accomplished through an automated system (PPRS or STAIRS). Both systems screen and identify nontemporary and term Air Force candidates for promotion, reassignment, and voluntary change to lower grade.

8.3.1. Under PPRS, candidates are normally identified without the need for a vacancy announcement. In those situations where announcements are required due to local agreements or other overriding conditions, they will be used in conjunction with PPRS. The announcement is used to identify candidates

who wish consideration for the position. The initial screening of these candidates (i.e., eligibility determination) and ranking will be accomplished by the automated system.

8.3.2. Under STAIRS, candidates must self-nominate for consideration for job listings. STAIRS uses a résumé inventory to refer candidates to selecting officials. Employees must submit a résumé for inclusion in the résumé inventory to be considered for vacant positions. Submission of résumés must comply with the instructions in the Air Force “Job Kit.” Updates may be accomplished by the employee completing a new résumé and submitting it to AFPC for processing. Upon input into the system, the new résumé replaces the previous résumé.

8.3.2.1. Résumés will be accepted at any time and updated in accordance with established procedures.

8.3.2.2. Once the résumé is entered in the system, employees may apply for consideration for job listings at their current installation or at other installations that have expanded their area of consideration to include the employee’s duty location. Job listings can be accessed (or obtained) from several announcement platforms (e.g., FAX-Back, AFPC Web Home Page, OPM USAJOBS Web Page, Electronic Mail (e-mail), or Interactive Voice Response System (IVRS). Vacancies are posted on the job listing for a minimum of five workdays.

8.3.2.3. To be considered for positions on the job listing, employees apply through a process called “self-nomination.” Individuals who have their résumés on file can self-nominate for consideration using touch-tone phones or any other electronic platforms available at their location.

8.4. Job Analysis (JA) / Promotion Evaluation Pattern (PEP). A job analysis identifies specific job-related criteria (knowledge, skills and abilities (KSAs), as well as other characteristics) necessary to determine which candidates are “best qualified” for referral to a position to be filled. A core personnel document (CPD) will be used as the basis for the job analysis. Positions that are not covered by a CPD require a full job analysis according to Air Force guidance.

8.4.1. A personnel specialist(s) and a subject matter expert normally perform the job analysis. The job analysis identifies major job requirements (MJRs) and essential knowledge, skills, and abilities (KSAs) required to successfully perform the duties of the position to be filled.

8.4.2. Promotion Evaluation Pattern (PEP). The PEP is an objective statement of position requirements against which employees are evaluated (i.e., PPRS selection request, STAIRS search criteria). It is developed as a result of a job analysis. The PEP must show as a minimum the positions covered; documentation of the minimum qualification standards; selective placement factors (if used); and applicable ranking factors. Candidates are evaluated utilizing the PEP criteria. In most cases, this is an automated process and will be used to the greatest extent possible when rating and ranking to insure consistency in the evaluation of candidates.

8.5. Locating Candidates.

8.5.1. Methods used for locating candidates using PPRS are as follows:

8.5.1.1. When only the skills inventory is used, all employees within the designated area of consideration (see paragraph 8.6.) who match the requirements of the PPRS Selection Request (SR) are considered automatically for the basic requirements (i.e., appointment eligibility and qualification requirements). These candidates are then ranked by the SR against the specific job criteria identified in the job analysis (see paragraph 8.4.) to determine the “best qualified.” When this

method is used, current non-temporary employees already entered in the inventory (i.e., skills coded) do not have to apply for consideration for individual positions at their base.

8.5.1.2. When a vacancy announcement is used with PPRS, all employees who apply for consideration within the designated area who match the requirements of the SR are considered. When this method is used, current employees must apply against a specific vacancy announcement within the dates it is open for applications to be accepted.

8.5.2. The method used for locating candidates under STAIRS involves four interrelated processes. These are: the “résumé inventory,” the “job listing,” the “self-nomination” process, and the “search criteria.”

8.5.2.1. To be considered as an applicant for any position, an employee must first submit a résumé to AFPC/DPC for inclusion in the résumé inventory (see paragraph 8.3.2.); then self-nominate themselves (see paragraph 8.3.2.3.) for positions of interest identified on the job listing (see paragraph 8.2.2.2.).

8.5.2.2. All eligible employees who self-nominate are considered for the position through the use of “search criteria,” those employees who are “best qualified” are identified.

8.5.3. Screening Factor. A “Quality Check” is made before certification to assure all qualifications and requirements are met and documented.

8.6. Areas of Consideration.

8.6.1. The area of consideration and procedures for expansion for positions covered by this plan are determined by the local CPF. Areas of consideration must be sufficiently broad to ensure the availability of high quality candidates, taking into account the nature and level of the positions covered. They may be organizational, geographical, based on categories of positions, or a combination of these. Areas of consideration may be extended geographically or organizationally, or both, and the extension may occur simultaneously or successively.

8.6.2. If expansion of the area of consideration could result in a permanent change of station (PCS), the owning organization must certify that funds are available prior to the expansion of the area of consideration, if PCS costs are to be paid. In situations where the area of consideration is expanded beyond the commuting area but PCS expenses will not be paid, the job listing must indicate this.

8.6.3. Expansion of the area of consideration under PPRS is accomplished by referring CSB registrants or applicants for an Air Force internal vacancy announcement.

8.6.4. Expansion of area of consideration under STAIRS is accomplished by referral of individuals at other locations who have self-nominated themselves for the job listing.

8.7. Priority Referrals . The order of priority referral in filling vacant positions will be in accordance with AFMAN 36-203, [table 8.1](#).

8.8. Promotion Registers / Certificates.

8.8.1. One-Time Registers. These are registers that are used to certify candidates to a selecting official when one (or identical) vacancy(ies) exists for fill.

8.8.1.1. All candidates referred on this certificate must meet the eligibility requirements for the position when the certificate is issued. Candidates may be referred within 30 days of qualifying for shortage category positions. The local CPF will identify shortage category positions based on their prior experience staffing the same or similar positions.

8.8.1.2. The certificate must be returned to AFPC/DPC within 20 working days of receipt. The Chief of the AFPC/DPC Regional Division that issued the certificate or his/her representative may approve exceptions.

8.8.2. 90-Day Registers. These registers may be established when it is anticipated that several positions with the same title, series, grade, job specialty, and location will be vacant in a 90-day period.

8.8.2.1. Employees who are within three months of attaining full eligibility for placement in the position will be entered on the register. These employees may not be certified for placement consideration until they are fully qualified and meet all eligibility requirements.

8.8.3. All promotion candidates referred from either a one-time or 90-day register will be among a group of “best qualified” candidates. The determination of “best qualified” will be made in accordance with the provisions of the PEP designed to fill the position.

8.8.4. To be considered for referral under PPRS, an employee’s request for reassignment/change to lower grade must be received and input into the automated system prior to the effective date of the register. (See paragraph [8.9.3.](#))

8.9. Certification for Selection.

8.9.1. Promotion. Normally, only the “best qualified” candidates will be referred for selection. Both PPRS and STAIRS will develop a listing of candidates based upon individual qualifications and position requirements. Valid job-related evaluation criteria that extend beyond the minimum requirements specified by the qualification standard must be used to permit meaningful ranking of eligible candidates. To the maximum extent possible, when either PPRS or STAIRS is used “natural breaks” or meaningful distinctions in the skills identification process will be used to provide a certificate of up to 15 candidates. When the “natural break” identifies more than 15 candidates, meaningful distinctions through the use of sort priorities may be used to limit the number of referred candidates. Supervisors may request and will not be precluded from receiving more than 15 “best qualified” candidates. Further, when “natural breaks” do not produce sufficient numbers of “best qualified” candidates for consideration, additional candidates may be referred if their quality of experience is indicative of successful performance of the duties of the position(s) being filled.

8.9.1.1. Sort Priorities. Sort priorities determine the rank order of candidates within each “natural break” when more than 15 competitors meet the “best qualified” criteria and management has chosen to limit the certificate to 15.

8.9.1.1.1. Under PPRS, best qualified candidates within each “natural break” will be ranked using a sort priority sequence as follows: a) Civilian Promotion Appraisal, AF Form 860A, Appraisal Factors - Manner of Performance; b) job related awards (optional); and c) reduction-in-force service computation date (RIF-SCD). The Civilian Promotion Appraisal scores are applied using scores derived from algorithms to determine rank order.

8.9.1.1.2. Under STAIRS, best-qualified candidates within each “natural break” will be ranked using the following sort priority sequence: a) Civilian Promotion Appraisal, AF Form

860A, Appraisal Factors - Manner of Performance; b) incentive awards received in last 3 years; and c) RIF-SCD. The Civilian Promotion Appraisal scores are applied using scores derived from algorithms to determine rank order.

8.9.2. Reassignments at Management Request.

8.9.2.1. Management-Initiated Reassignments. At the selecting official's request, any employee who meets minimum OPM qualification requirements (including modified qualifications when authorized and applicable) may be reassigned to a position at the same grade or same representative rate without referral or competition, providing the position has no known promotion potential, and the losing organization concurs with the action.

8.9.2.2. Management-Directed Reassignments. Management officials may direct the reassignment of a qualified individual to a position within their organization or their line of command, without referral of other candidates, provided the new position offers no greater promotion potential than the position from which reassigned.

8.9.3. Employees who request reassignments or change to lower grades under PPRS or self-nominate for specific positions at the same or lower grade level under STAIRS must do so in accordance with locally established procedures.

8.9.4. Competitive Details. The same definition of minimum area of consideration described in para **8.6.** above will be used. Detailed employees are not required to meet OPM qualification

requirements for experience, but must meet any positive education requirements of the position. In accomplishing a competitive detail, a job analysis and PEP will be used to determine which candidates will be referred for selection. Paragraph 8.19 describes when a detail may be made noncompetitively and when details require competition.

8.9.5. Alternate Certification. Upon request of the selecting official, AFPC/DPC may certify one name if that name is among the group of "best qualified" candidates who would have been referred on a certificate. In order to determine if the candidate is within reach, the complete competitive process must be accomplished.

8.9.6. Names of candidates will be listed alphabetically on all referral certificates.

8.10. The Selection Process. Selecting official must, at a minimum, review résumés (under STAIRS) or system-generated career briefs (under PPRS).

8.10.1. Interviews.

8.10.1.1. All questions used in a selection interview must be job related and tied to KSAs identified in the core personnel document or job analysis.

8.10.1.2. If the selecting official chooses to interview, he/she may interview one or more of the candidates on the certificate. It is not required that all candidates be interviewed but, for those who are, the same interview questions should be used. Reasons for not interviewing must be documented. If some, but not all, candidates are interviewed, the selecting official must document the method used to evaluate the remaining candidates' KSAs (i.e., résumé review, supervisor inquiry, past working knowledge of the employee). This documentation and interview questions/responses are maintained by the selecting official as locally determined.

8.10.2. Employees' past awards and the annual performance ratings will be available for review by the selecting official, and may be considered in determining which candidate will be selected.

8.11. Notifying Employees.

8.11.1. Nonselection of employees absent in military service or serving with international organizations, who have applied for consideration, must be documented. This documentation is retained in the nonselected employee's Official Personnel Folder (OPF) and includes the position for which considered, the candidate selected, date of selection, and other pertinent information.

8.11.2. Non-selected candidates will be notified of their non-selection either orally or in writing by the selecting official, or through the IVRS.

8.12. Releasing Employees. Selecting officials will arrange release dates for any on-base personnel with the selectee's current supervisor.

8.12.1. Promotion. Employees selected for promotion will be released by the losing organization so the action may be processed at the beginning of a pay period within 20 calendar days after selection, if it does not require a PCS. The action may be delayed, as required, for administrative reasons related to the placement (i.e., physical examination, security clearance, etc.) or at the employee's request if approved by both the gaining and losing supervisors.

8.12.2. Reassignment and Employee-Requested Change-to-Lower-Grade. The release date for reassignments and employee-requested change to lower grade, which do not require a PCS, should be timely and will normally be effected at the beginning of a pay period within 20 calendar days of selection. No employee may be retained in his/her current position for more than 20 calendar days if such retention would adversely impact his/her selection. The action may be delayed, as required, for the same reasons and under the same conditions as specified in the last sentence of para [8.12.1](#).

8.12.3. The CPF will arrange the effective date for actions that require a PCS by the employee, in coordination with the losing and gaining supervisor and AFPC/DPC. AFPC/DPC will prepare the PCS orders after the effective date is established. When possible, the reporting date will be within 45 days of selection.

8.13. Competitive Actions. Use of competition, as outlined in this chapter, in filling certain positions is based on requirements specified in 5 CFR Part 335; AFPD 36-2, *Employment and Affirmative Action*; and AFI 36-2024, *Staffing Civilian Positions*. Determination of the use of competitive procedures will be made by the CPF, in coordination with local management and AFPC.

8.13.1. General. [table 8.3](#) lists personnel actions that require competition. Processing procedures are outlined in [table 8.2](#). When [table 8.3](#) does not specifically cover a proposed action, basic merit principles should be applied in deciding whether to require competition. Even when the table exempts an action from the requirement for competition, the installation level Civilian Personnel Officer (CPO) may choose to apply the competitive process when use of competitive procedures would be consistent with merit principles and would be in the best interests of management.

8.13.2. Other Exceptions to Competition. The following personnel actions may be processed as exceptions to competitive procedures.

8.13.2.1. Promotion up to and including a grade previously held on a permanent basis in the competitive service or other merit system from which an employee was separated or changed to lower grade for other than performance or conduct reasons.

8.13.2.2. An employee initially selected under competitive procedures for a position with known promotion potential, may be noncompetitively promoted to intervening and target grades. The employee must meet eligibility requirements for promotion to these grades, as well as any additional qualifying criteria, e.g., satisfactory completion of all required training or higher-graded duties being assigned.

8.13.2.3. A position change at the same grade from a position with known promotion potential to a position with no known higher potential may be accomplished without further competition.

8.13.2.4. Upon exercise of restoration rights following military duty or service with an international organization, a former employee may be placed in any position for which qualified which is no higher in grade than the position to which he/she was promoted in absentia, either because his/her former position was regraded during the absence or because the employee was selected for promotion through the competitive process.

8.13.2.5. An employee must be noncompetitively promoted following reclassification of his or her position at a higher grade due to application of new classification standards, or correction of classification error if he or she meets all qualification and legal requirements for the position. (See [table 8.3.](#) and [table 8.4.](#) for appropriate action to place incumbent.)

8.13.2.6. If a position is upgraded due to accretion/assignment of additional higher grade duties and responsibilities, the incumbent may be noncompetitively promoted provided the higher-graded position has absorbed the major duties of the former position, and there are no other employees serving in similar or identical positions to whom the duties could be assigned, and he/she meets all qualification and legal requirements for promotion. (See [table 8.3.](#) and [table 8.4.](#) for appropriate action to place incumbent).

8.13.2.7. Employees eligible for grade retention will be selected for positions at grades up to and including their retained grade within the same pay system from which demoted according to the priorities and policies specified in [table 8.1.](#)

8.13.2.8. Employees who are entitled to pay retention (except those in formal development programs, developmental opportunity positions, or those who accepted change to lower grade in response to solicitation for a hard-to-fill position), will be accorded priority consideration for non-competitive repromotion in the same pay system from which downgraded before candidates referred through the competitive process (see [table 8.1.](#) for procedures).

8.13.3. Employees in formal trainee or apprentice-type positions will not normally be considered for competitive actions that are the same grade as the target grade of their current position, or to positions at grades intervening between their current grade and their target grade. These employees, however, may be considered for positions in which the established career ladder offers a target grade higher than that of the current trainee program.

8.13.4. Reasons supporting noncompetitive actions must be part of the documentation for the action. The rule and paragraph of the merit promotion plan that excepts competition should be annotated in the remarks section (i.e., Part D) of the SF-52, Request for Personnel Action, used to process the action.

8.13.5. Reemployment Priority List (RPL). Selecting a candidate from the RPL for a position at a higher grade than that last held in the competitive service must be made using competitive procedures.

8.14. Temporary Promotions. Candidates eligible for temporary promotion are normally located and compete through the automated system. [table 8.5](#) lists the instances in which temporary promotions are authorized and specifies the conditions and limitations that apply to each.

8.14.1. Temporary promotions for up to 120 days may be effected noncompetitively provided a valid reason exists for the action. If the promotion is expected to last for a longer period, the supervisor must notify the CPF and submit a request for competitive action.

8.14.2. Temporary promotions in excess of 120 days must be competitive. The same procedures used in permanent promotions must be followed. The total period of temporary promotion may not exceed 5 years.

8.14.3. Employees outside the installation where the vacancy exists will not normally be considered for temporary promotions. Exceptions may be made if there is agreement between the gaining and losing organizations.

8.14.4. Prior to the effective date of the action, employees selected for temporary promotions will be informed, in writing, of the temporary nature of the promotion and related conditions, including return to their former grades. If the employee is receiving a retained rate, he or she will be informed of the effect of the termination of the promotion on his or her pay.

8.14.5. Terminating Temporary Promotion. [table 8.6](#) lists the placement actions that may be taken when terminating a temporary promotion and the conditions under which they may be made.

8.15. Reassignments and Changes-to-Lower-Grade.

8.15.1. Management may reassign employees by mutual agreement of gaining and losing supervisors (reference management-initiated reassignments, paragraph [8.9.2.1](#)). Reassigned employees must meet qualification requirements of the position to which they are reassigned, or meet the requirements of an approved modification of qualifications.

8.15.2. When competitive procedures are used (reference employee-requested reassignments, paragraph [8.9.3](#)), reassignment/change-to-lower-grade candidates are located through the applicable automated system and evaluated/ranked/referred in accordance with locally established procedures.

8.15.3. Reassignments may be noncompetitively processed at management request (reference management-directed reassignment, paragraph [8.9.2.2](#).) if the employee meets basic eligibility requirements, and the position has no known promotion potential beyond that of the employee's current position.

8.15.4. Voluntary change to lower grade actions (at employee's request and with management concurrence) may be noncompetitively processed if the employee meets basic eligibility requirements and the position has no known promotion potential beyond the employee's current grade or highest grade previously held on a permanent basis.

8.16. Spouse Preference Candidates. Spouse preference eligibles will be referred for consideration in accordance with DoD Priority Placement Program (PPP) procedures and [chapter 4](#) of this AFMAN.

8.17. OPM and other Competitive Certified Candidates. Candidates, including current Air Force employees, may be certified and referred from competitive registers. When appointed to developmental positions, these employees may be promoted without further competition up to the target grade of the developmental position to which selected.

8.18. Reinstatement and Transfer Eligibles. External applicants may be considered for higher-graded positions than currently or previously held, at management's request. These outside candidates must be rated and ranked under the same criteria as current Air Force employees and must rank among the "best qualified" to be certified. An action may be made noncompetitively if the appointment is to a position at the same grade or lower grade than currently or previously held on a permanent basis in the competitive service.

8.19. Details. Short-term details of 30 consecutive days or less must be recorded by the supervisor on AF Form 971, **Supervisor's Record of Employee**. Employees must update their resumes to reflect detail experience.

8.19.1. Details of more than 30 consecutive days must be submitted on a SF-52 or electronically by the employee's supervisor to be processed as an official personnel action. If an employee is fully qualified for promotion and the assignment to a higher-graded position will exceed 120 days, a temporary promotion in lieu of detail is encouraged.

8.19.2. Details of more than 120 days to an officially classified position at a higher grade will be made using competitive procedures.

8.20. Employees Entitled to Noncompetitive Priority Consideration as Corrective Action. When the CPF or AFPC/DPC finds that a procedural violation, regulatory violation, or program violation has occurred, they must effect corrective action as required by 5 CFR, Part 335. If the corrective action does not include vacating the position, an employee who was not promoted or given proper consideration because of the violation will be given priority consideration. The priority consideration will be for any position similar to that for which proper consideration was omitted (i.e., same grade and/or target grade) and for which the employee is qualified. The employee will be given one priority consideration for each instance of omission. The employee will be referred to the selecting supervisor before referral of candidates from other sources who are not entitled to higher priority consideration. Management retains the right to select or nonselect the employee. Since selection of these employees is optional, supervisors may request additional candidates before final selection.

8.21. Promotion Records.

8.21.1. Promotion Plan. Organizations serviced by the AFPC must maintain a copy of this promotion plan and make it available for their civilian employees and management officials.

8.21.2. Safeguarding Promotion Materials. Information contained in automated data products, promotion registers, and promotion certificates may not be disclosed to unauthorized personnel. Promotion certificates may be faxed, e-mailed, presented personally, or mailed in a sealed envelope to selecting officials and returned to the CPF and AFPC/DPC in the same manner. Caution must be taken when transmitting and receiving promotion materials to ensure that unauthorized personnel do not inadvertently see them. Employees may not be informed of another employee's rank order or assessment of qualifications against eligibility or ranking criteria.

8.21.3. Individual Promotion Actions. Records of individual promotion actions taken under this plan will be filed in AFPC/DPC for a minimum period of two years or until the program has been formally evaluated by OPM and the time limit for grievances has elapsed, unless an appeal or EEO complaint is pending.

8.21.4. Records Maintained by Selecting Officials. Selecting officials will maintain all substantive documentation related to the consideration of competing candidates. This may include, but is not limited to, interview questions, notes on interview responses, record of contacts with previous supervisors of candidates, nonselection memos, notes on review of résumés, and any ratings or informal rankings made on referred applicants or employees. This documentation should be retained for a minimum of 90 days from the date of notification of selection/nonselection.

8.22. Promotion Information to Employees. All employees serviced by AFPC and covered by this plan will have access to a copy of the plan by requesting it from their own organization or from the CPF at their installation.

8.22.1. The employee or applicant, or designated representative, is entitled, upon inquiry to the AFPC/DPC, to be informed of his/her qualifications for a specific fill action, and whether or not he/she is within a group of “best qualified” (when a search for candidates has been completed and the best qualified have been determined). However, the employee or applicant, or their designated representative, may not be informed of the assessment of another employee’s qualifications without that employee’s written permission.

8.22.2. Employees considered under the automated system are also entitled, upon request, to full disclosure of the specific criteria in the PEP.

8.22.3. Under PPRS, if a position is announced, employees will be required to apply for consideration. After final certification is made on the basis of application under the announcement, applicants will be informed of their rating (e.g., eligible, ineligible) and if they were ranked among the group of “best qualified” referred to the selecting supervisor for consideration.

8.22.4. Upon request, the selecting supervisor must inform the nonselected candidates of the reasons for nonselection. The supervisor must adhere to the provisions of the Privacy Act and may not discuss the rank order or assessment of qualifications against eligibility or ranking criteria of the candidate selected or any other candidate referred.

8.23. Keeping Employees Informed . At least once annually, the local civilian personnel flight will remind employees, through published articles, of the principles and procedures outlined in this plan and of OPM and Air Force directives that deal with the subject of promotion.

8.23.1. Employee Audit of Promotion/Placement Career Brief. AFPC/DPC must ensure new employees audit their placement information contained in DCPDS before implementing PPRS processing.

8.24. Employee Complaints. An employee, who believes that his or her experience was not properly credited, was incorrectly ranked, or that the terms of the promotion plan were not otherwise followed, thereby depriving him/her of promotional consideration, is urged to discuss his/her concern informally. If the concern is in regard to the ranking/referral process, the employee should initially discuss the matter with the local servicing civilian personnel staff, and if unresolved with AFPC/DPC. If the concern deals

with the selection process, the employee should discuss the matter with the local servicing civilian personnel staff. If these efforts are unsuccessful, the employee may submit a formal grievance in accordance with negotiated or local agency grievance procedures. Nonselection from a group of properly ranked and certified candidates is not an appropriate basis for a formal complaint or grievance.

8.25. Evaluation. The merit promotion plan and merit system operations under the plan will be evaluated annually as part of AFPC/DPC's internal program review. In addition, employee selection procedures will be continually evaluated in accordance with 5 CFR Part 335 and appropriate action taken when necessary.

8.26. Omissions. The guidance contained in the OPM and Air Force directives or policies will be employed in all situations not specifically covered by this plan.

Table 8.1. Referral and Selection Priorities.

Priority-Order	Category of Candidate	Must Be Selected	Must be Considered and May be Selected	Conditions to be Observed	Remarks
A	Applicant or employee with enforceable assignment rights or to be mandatorily placed as a corrective or remedial action. Note 1.	YES	N/A	N/A	None
B	Applicant or Employee found to have been discriminated against and entitled to priority consideration for employment or promotion under the criteria of 29CFR1614.501	NO	YES	If not selected, document reasons for non selection	Entitlement restricted to only the next suitable vacancy

Priority-Order	Category of Candidate	Must Be Selected	Must be Considered and May be Selected	Conditions to be Observed	Remarks
C	Air Force installation employee affected by RIF action. Includes administrative re-assignments to vacancy, within or outside competitive level, of employ whose position is abolished, and who is within reach for release from competitive level; and reassignments under the general authority to reassign. (AF Supp to FPM Supp 351-1)	YES, for same or lower grade, when necessary to satisfy RIF assignment rights.	N/A	N/A	Includes employees identified with incoming transfer of function as result of pre-liminary offer to transfer.
D	Air Force employee or former employee who has partially recovered from a compensable injury.	YES, at current or lower grade.	N/A		Activity commander or designee may approve exception to mandatory selection. Reasons must be documented. (The availability of a better qualified candidate is not an acceptable reason.)

Priority-Order	Category of Candidate	Must Be Selected	Must be Considered and May be Selected	Conditions to be Observed	Remarks
E	Air Force installation employee scheduled for separation for failure to accept offer of TOF. Includes employees who accepted pre-liminary offer of TOF, but for whom no offer was available at gaining activity. (AF Supp to FPM Supp 351-1)	YES, at current or lower grade	N/A		
F	Air Force installation employee whose position is being downgraded to correct classification error because of application of new/revised standard or because of gradual erosion of duties. Note 2.	YES, at current or intermediate grade.	N/A	N/A	None.
G	Employee with permanent mental or physical disability no longer able to perform full range of duties of current position. Note 3	YES. Note 4		Reassignment may be directed; employee failure to report will result in separation for failure to accept re-assignment.	Activity commander or designee may approve exception to mandatory selection and document reasons. (The availability of better qualified candidate is not an acceptable reason.

Priority-Order	Category of Candidate	Must Be Selected	Must be Considered and May be Selected	Conditions to be Observed	Remarks
H	Air Force installation employees serving a lower grade with grade retention entitlement.	YES, at retained grade or intermediate grade in the same pay system from which down-graded	N/A	N/A	Activity commander or designee may approve exception to mandatory selection. Reasons must be documented. Employee declination at intermediate grade results in termination of consideration at grade level declined and below.
I Note 5.	Air Force installation employee receiving retained pay and entitled to priority repromotion consideration . Note 6.	NO	Yes, up to and including grade from which downgraded in the same pay system from which down-graded .		Employee declination at intermediate grade results in termination of consideration at grade level declined and below. Note 7
	Other activity employees to be given priority repromotion consideration.	NO	Consider at CPF option	N/A	None.

Priority-Order	Category of Candidate	Must Be Selected	Must be Considered and May be Selected	Conditions to be Observed	Remarks
J	Reemployment Priority List registrant and Registrants in DoD PPP Stopper List	See DOD Manual 1400.20-1 for PPP order of offers and entitlements, and conditions under which registrants must be selected. Notes 8 and 9.			
K	Air Force employee eligible for noncompetitive inservice placement not covered by higher priority. Note 10.	NO	Consider at CPF option	N/A	None

Priority-Order	Category of Candidate	Must Be Selected	Must be Considered and May be Selected	Conditions to be Observed	Remarks
L	Candidates eligible for military spouse preference. DOD Instruction 1404.12	YES, if competitive action has been initiated and spouse is equally or better qualified when compared to competitive candidates and selection is made from competitive recruitment source.	N/A		Activity commander or designee may approve exception to mandatory selection and document reasons. Inservice non-competitive placement actions, e.g., reassignments, CLGs, transfers, etc., as well as VRA appointments to correct equal employment deficiencies and overseas returnees, may be effected prior to invoking spouse preference conditions.
M	All other sources, including promotions, new appointments, rein-statements and transfers requiring competition. Notes 5 and 11.	NO	N/A	Requirements of the Merit Promotion Program regarding consideration or selection of outside candidates for promotion must be observed.	

NOTES:

1. Enforceable assignment rights include:

- a. Mandatory placements made under the criteria of 29 CFR 1614.501 of an applicant or employee discriminated against or under terms of an informal settlement.
- b. Mandatory restoration after military service.
- c. Exercise of return rights after overseas service.

d. Placement of manager or supervisor who fails to satisfactorily complete required probationary period. Includes subsequent placement of any employee to relieve coverage caused by earlier return to nonmanager or nonsupervisory position created for such return.

e. Mandatory placement of fully recovered employee from workers compensation,

2. This provision should be applied only if the employee's performance is of an acceptable level.
3. Reasonable accommodation must be considered.
4. Employee must be counseled that voluntary acceptance of a position at a lower grade or pay level terminates consideration for disability retirement.
5. May be considered sequentially or concurrently.
6. Does not include employees demoted to enter formal training programs or upward mobility programs as a result of solicitation for hard-to-fill jobs or other similar circumstances.
7. A redetermination of the grade constituting a "reasonable offer" under 5 CFR 536.206 may result, because of changes in salary rates, in priority consideration being given to a grade level for which such consideration had been ended earlier. Under these circumstances, if the employee declines the "reasonable offer," retained pay entitlements are ended.
8. Air Force installations in foreign areas may employ locally available dependents of DOD military and civilian members ahead of displaced PPP registrants unless the registrant is from within the commuting areas.
9. Air Force installations in Guam may employ any locally available US citizen ahead of displaced PPP registrants from outside GUAM, except those registrants whose home of record is Guam.
10. includes incumbents of emergency essential positions who are unable or unwilling to perform duties of position.
11. Provide proper consideration to employees registered in OPM Interagency Placement Program for Panama employees, ahead of new appointments, transfers, and reinstatements.

Table 8.2. The Merit Promotion Process.

S T E P	A	B
	Required Actions	Considerations, Determinations, and Actions
1	Determine the applicability of competitive procedures.	Review nature of action proposed and length of assignment. Apply table 2 to determine if exempt from competition. Determine eligibility of proposed candidate, if any, for non competitive placement. Process action noncompetitively if authorized or proceed to step 2.

S T E P	A	B
	Required Actions	Considerations, Determinations, and Actions
2	Conduct job analysis and establish promotion evaluation pattern (PEP).	Based on job analysis, determine qualifications requirements, selective placement factors, if any, screening factors, and ranking factors. Review established PEPs to determine whether appropriate or if new PEP is justified because of new or unique factors associated with the position. Consider nature of action, type of position, probable availability of candidates, Affirmative Action Program goals, Equal Employment Opportunity Recruitment Plan, etc. The area of consideration is the area designed by the local promotion plan in which the CPF should reasonably expect to locate enough high-quality candidates, as determined by the CPF, to fill vacancies.
3	Identify competing candidates.	Certify from existing register, if established. If not established, process selection request or issue announcement either simultaneously or successively. Included may be voluntary applicants from other Air Force installations, employees entitled to priority placement consideration serviced by the same CPF, employees entitled to consideration in absentia, and additional competitors identified through EEO Program initiatives.
4	Refer eligible downgraded employees entitled priority consideration.	Priorities in table 1.1 must be followed. PPRS priority consideration list identifies employees and consideration to which entitled. If no candidate from the list is selected and all requirements for nonselection have been met, proceed to step 5.
5	Rank competing candidates.	All employees in the prescribed area of consideration are screened against initial and basic eligibility criteria. Those meeting basic eligibility are ranked by applying PEP criteria through the selection request. Final rank order is determined by appraisal, test, and award parameters; final ties are broken by RIF SCD. If area is extended, repeat steps 3, 4, and 5; then proceed to step 6.
6	Certify eligible candidates.	Determine number to be certified. Refer allowable number of best-qualified candidates from the PPRS roster. Competitors on OPM certificates are sent for consideration under separate listing without regard to rank order; current nontemporary employees from other federal agencies and all former federal employees eligible for noncompetitive appointment are ranked and may be referred by separate listing.

Table 8.3. Application of the Competitive Process.

R U L E	A	B	C	D
	When the proposed action is	to position	and	Then competition is required (note 1)
1.	promotion without time limitation	of higher grade under same pay schedule.	the action is not covered by rules 14 thru 23	yes.
2.	reassignment	at the same grade under same pay schedule	position is one with known promotion potential and employee will gain eligibility for noncompetitive career promotion	yes.
3.			Position is not one with known promotion potential	no.
4.	change to lower grade	of lower grade under same pay schedule	position is one with known promotion potential and employees will gain eligibility for noncompetitive career promotion to grade higher than previously held	yes.
5.			position is not one with known promotion potential	no.
6.	assignment from one pay schedule	of higher representative rate under different pay schedule		yes.
7.		of same or lower representative rate under different pay schedule	employee's pay will be set at higher rate	yes.

R U L E	A	B	C	D
	When the proposed action is	to position	and	Then competition is required (note 1)
8.			employee's pay will be set at same or lower rate, but the position is one with known promotion potential	yes.
9.			employee's pay will be set at same or lower rate, but the position is not one with known promotion potential	no.
10.	reinstatement or transfer	at higher grade than last held		yes.
11.		at same grade or lower than that last held	position is one with known promotion potential and the employee will gain eligibility for noncompetitive career promotion to grade higher than that previously held	yes.
12.			position is not one with known promotion potential	no.
13.	appointment from an OPM Register	of higher grade, same grade or lower grade than that currently held	a. Position is one with promotion potential and employee will gain eligibility for noncompetitive career or b. Position is not one with known promotion potential	no.
14.	detail	of the same grade and is not one with known promotion potential	the detail is for any length	no.

R U L E	A	B	C	D
	When the proposed action is	to position	and	Then competition is required (note 1)
15.		of higher grade or to position of same grade with known promotion potential	the detail is for 120 days or less (note 2)	no.
16.			the detail is for more than 120 days (note 2)	yes. (note 3 and 4)
17.	temporary promotion or extension of temporary promotion	a. Of higher grade under same pay schedule <i>or</i> b. Under different pay schedule when action is processed as promotion or represents a promotion under rule 6 or 8		See table 2.4.
18.	conversion of temporary promotion to permanent promotion (removal of temporary restriction)			See table 2.5.
19.	placement following temporary promotion by reassignment or change to lower grade without time limitation	a. Under same pay schedule at a grade higher than the position from which temporarily promoted <i>or</i> b. Under different pay schedule at higher grade (or level) than position from which temporarily promoted		See table 2.5.
20.	selection for training	N/A	training or development would enhance employee's qualifications	Yes, at CPO determination

R U L E	A	B	C	D
	When the proposed action is	to position	and	Then competition is required (note 1)
21.	promotion	upgraded by classification	reason for upgrading of incumbent's position without significant change in duties and responsibilities (classification error or new or revised standards)	no. (note 5)
22.			reason for upgrading is reconstitution of incumbent's position into successor position with clearly and solely identifiable duties of former position and there are no other employees serving in similar or identical positions to whom the duties could be assigned	no. (note 5)

R U L E	A	B	C	D
	When the proposed action is	to position	and	Then competition is required (note 1)
23.			reason for upgrading is reconstitution of incumbent's position into successor position and position is not a clear successor or there are other employees serving in similar or identical positions to whom these duties could have been assigned	yes. (notes 4 and 5)
24.	promotion from position of known promotion potential	a. Originally identified as the target position to which employee would advance without competition or b. Which represents the full performance level of a career ladder	competitive procedures were fully applied at the time of placement into position of known promotion potential, and all competitors were informed that selection for the entry position could lead to promotion without further competition	no.

R U L E	A	B	C	D
	When the proposed action is	to position	and	Then competition is required (note 1)
25.	promotion	to position to which employee was detailed for training or evaluation	the employee was selected for detail for under full competitive procedures (including the normal area of consideration) and all competitors were informed that the detail could lead to promotion without further competition.	no.

NOTES:

1. “Yes” entries do not apply when:
 - a. Candidate is eligible for noncompetitive promotion because full competition was applied earlier, or
 - b. Candidate may have noncompetitive promotion eligibility as a previously downgraded employee, or
 - c. Candidate is entitled by RIF regulations to the position under the representative rate rules, or
 - d. Candidate is administratively assigned for physical disability reasons or in place of a RIF action, to a position of higher representative rate without an increase in the rate of pay.
2. Time spent on temporary promotion or detail to higher position(s) during preceding year is counted toward the 120 day-limitation.
3. Competition is not required when detail is for purpose of qualifying employee whose position has been upgraded under situations described in rules 21 and 22.
4. Area of consideration may be limited to employees serving in identical or similar positions or organizations to which the duties could have been assigned.

5. If employee does not meet minimum OPM standards or the other legal or regulatory requirements for promotion, refer to table 3, rules 4 and 5.

Table 8.4. Upgrading a Position by Classification.

R U L E	A	B	C	D	E
	If an occupied position is upgraded under situation described	and the incumbent	then action is usually taken	alternative actions permitted are	remarks
1	rules 21 and 22, table	is qualified and eligible	promote the incumbent without competition.	None.	The employee may be taken out of the position only under adverse action procedures for reasons related to the upgrading decision. (note 2) RIF procedures may not be used to place employee.
2.		does not meet minimum OPM qualification standards or legal requirement for promotion	a. Detailed incumbent without competition, if permitted by AFR 40-321. <i>or</i> b. Request waiver of qualifications from OPM.	a. Delete or redistribute duties to keep position at present grade level <i>or</i> b. Administratively reassign incumbent to vacant position without loss of grade and salary	The incumbent may be demoted or separated only if cause exists and charges justify the proposed action. RIF procedures may be used to place employees.

R U L E	A	B	C	D	E
	If an occupied position is upgraded under situation described	and the incumbent	then action is usually taken	alternative actions permitted are	remarks
3.		meets minimum OPM qualifications, but does not meet time-in-grade restrictions for promotions	retain the incumbent in position in status quo as on detail until eligible for promotion		
4.	rule 23, table 2. Application of Competitive Process.	is qualified and eligible for promotion and is within reach for selection under competitive procedures	a. Promote incumbent under competitive procedures or b. Administratively reassigned incumbent to vacant position without loss of grade or salary.	Delete or redistribute duties to keep position at present grade	a. The employee may be demoted or separated only if cause exists and charges justify the proposed action b. RIF procedures may not be used to place employee.
5		does not meet minimum OPM requirements for promotion or is not within reach for selection under competitive procedures (note 2).	Administratively assign incumbent to vacant position without loss of grade or salary.		

NOTES:

1. If the position is obligated for an employee absent in military service, he or she must be considered for, and may be entitled to promotion.
2. Employee may not be detailed and promotion process delayed until employee qualifies or is within reach for promotion to permit selection.

Table 8.5. Temporary Promotion.

R U L E	A	B	C	D	E
	If the reason for temporary promotion is	and the period authorized is	competitive selection required (note 1)	promotion may be extended (note 2)	the temporary limitation may be removed (note 3)
1.	to provide temporary services a. During employee's absence on approved leave.	up to 120 days	no	NTE overall period of 120 days (note 4)	no.
2.	b. During employee's absence at management's request, for example, TDY, detail, training, etc. c. When required by special project or emergency workload d. Of position vacated by temporary promotion	more than 120 days, NTE 1 year	yes (note 5)	yes	yes, when the area of consideration established locally under paragraph 2.15 has been observed.
3.	to assign civilian deputy chief to a military chief's position, classifiable to higher grade pending replacement of military chief	up to 1 year	no	yes	no.

R U L E	A	B	C	D	E
	If the reason for temporary promotion is	and the period authorized is	competitive selection required (note 1)	promotion may be extended (note 2)	the temporary limitation may be removed (note 3)
4.	to promote: a. Employee whose position is scheduled to be abolished within 18 months because of base closure, major reduction or transfer of function b. Employee at continuing activity in function involved in receipt of another function through transfer or merger	up to 120 days	no	NTE overall period of 120 days (note 4)	no.
5.		more than 120 days, NTE 1 year	yes (note 5)	yes	yes, after the major reduction or transfer has been completed, provided the area of consideration established locally under paragraph 2.15 has been observed
6.	to fill continuing positions held in reserve ("stock-piled") for placement of employees affected by base closure or transfer of function	up to 120 days	no	NTE overall of 120 days (note 4)	no.

	A	B	C	D	E
R U L E	If the reason for temporary promotion is	and the period authorized is	competitive selection required (note 1)	promotion may be extended (note 2)	the temporary limitation may be removed (note 3)
7.		more than 120 days, NTE 1 year	yes (note 5)	yes	yes, when the area of consideration established under paragraph 2.15 has been observed
8.	to promote to continuing position an overseas employee registered for placement assistance in Overseas Priority Placement Program or overseas employee within 6 months of established rotation dated	up to 120 days	no	NTE overall period of 120 days (note 4)	no.
9.		more than 120 days, NTE 1 year	yes (note 5)	yes	yes, when the area of consideration paragraph 2.15 has been observed.
10.	to promote to continuing position obligation for overseas employees who will be exercising return rights within 6 months	up to 120 days	no	NTE overall period of 120 days (note 4)	no

R U L E	A	B	C	D	E
	If the reason for temporary promotion is	and the period authorized is	competitive selection required (note 1)	promotion may be extended (note 2)	the temporary limitation may be removed (note 3)
11.		more than 120 days, NTE 1 year	yes (note 5)	yes	yes, when the area of consider- ation estab- lished under paragraph 2.15 has been observed

NOTES:

1. Explanation of yes and no entries:

a. "Yes" entries do not apply when candidates are eligible for noncompetitive promotion for any of the reasons shown in note 1, table 2.2.

b. "No" entries in this column do not prevent the use of competitive procedures when it is expected that the promotion will extend beyond 120 days.

c. "No" entries are changed to "Yes" when, at the completion of the temporary promotion, the employee will have spent more than 120 days on temporary promotions or details to higher grades positions during the preceding year (not applicable to rule 3).

2. The total period of promotion may not exceed 5 years

3. "No" entries in this column do not prevent removal of temporary limitation when conditions in table 2.5 are met.

4. Extension is subject to competition when the employee will have spent more than 120 days on temporary promotions and details to higher grade positions during the preceding year (not applicable to rule 3).

5. A limited area of consideration that is less than that specified under paragraph 2.5 may be established; it includes a major organization or group of smaller organizations.

Table 8.6. Terminating Temporary Promotion and Placement of Employee.

R U L E	A	B	C	D	E	F
	If proposed placement is	temporary promotion was initially for 1 year or pending permanent promotion and full competitive procedures were used (note 1)	employee is currently within reach under competitive procedures for permanent promotion	notification and documentation were properly followed at the time of temporary promotion	employee consent to the placement	these actions may be taken
1.	a. Permanent retention in position (note 2) b. Reassignment (without time limitation) to position of same grade	yes	not required	N/A	not required	yes
2.		no	yes	N/A	not required	yes
3.		no	no	N/A	N/A	no
4.	return to former position	N/A	N/A	yes	not required	yes
5.		N/A	N/A	no	not required	only after adverse action procedures are followed
6.	change to lower grade position at same grade as former position	N/A	N/A	yes	yes	yes
7.		N/A	N/A	yes	yes	yes

R U L E	A	B	C	D	E	F
	If proposed placement is	temporary promotion was initially for 1 year or pending permanent promotion and full competitive procedures were used (note 1)	employee is currently within reach under competitive procedures for permanent promotion	notification and documentation were properly followed at the time of temporary promotion	employee consent to the placement	these actions may be taken
8.		N/A	N/A	no	no	only after adverse action procedures are followed
9.	change to lower position at intermediate grade	yes	not required	yes	yes	yes
10.					no (note 3)	N/A
11.				no	yes	yes
12.					no (note 4)	N/A
13.				yes	yes	yes
14.					no (note 3)	N/A
15.				no	yes	yes
16.					no (note 4)	N/A
17.		no	no	N/A		no

R U L E	A	B	C	D	E	F
	If proposed placement is	temporary promotion was initially for 1 year or pending permanent promotion and full competitive procedures were used (note 1)	employee is currently within reach under competitive procedures for permanent promotion	notification and documentation were properly followed at the time of temporary promotion	employee consent to the placement	these actions may be taken
18.	promotion (from grade held on temporary promotion)	N/A	yes	N/A	N/A	yes
19.		N/A	no	N/A	N/A	no

NOTES:

1. The conditions in this column are met only when:

a. The temporary promotion was initially made for 1 year, or was made for a shorter period but it was known at the outset that the temporary promotion would be converted to permanent (for example, at the completion of extended sick leave of an employee scheduled for disability retirement).

b. Full competitive procedures were used, including application of the standard area of consideration and its extension when required; application of the provisions in paragraph 1.11 for mandatory selection of downgraded employees referred for competitive consideration; and notification to all eligible competitors that the temporary promotion could, or would, lead to permanent promotion without further competition.

2. If the reason for the temporary promotion ceases to exist and the conditions of rules 1, 2, or 3 are met, the promotion may be changed to permanent by removing the limitation according to the instructions in *The Guide to Processing Personnel Actions*.

3. Return to former position or grade under rules 4 or 6.

4. Return to former position or grade under rules 5 or 8.

DONALD L. PETERSON, Lt General, USAF
DCS/Personnel

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

AFI 34-310, *Nonappropriated Fund Personnel Program Management and Administrative Procedures*
AFI 36-601, *Air Force Civilian Career Program Management*
AFI 36-1001, *Performance Management*
AFI 36-1201, *Discrimination Complaints*
AFI 36-2024, *Staffing Civilian Positions*
AFMAN 36-606, volumes 1 and 2, *Air Force Civilian Career Program Management*
AFMAN 37-139, *Disposition of Air Force Records*
AFPD 36-2, *Employment and Affirmative Action*
AFPD 36-6, *Civilian Career Management*
DoD Directive 1402.1, *Employment of Retired Members of the Armed Forces*
DoD Instruction 1404.12, *Employment of Spouses of Active Duty Military Members Stationed Worldwide*
DoD Instruction 1315.7, *Military Personnel Assignments*
DoD Instruction 1400.10 *Employment of Foreign Nationals in Foreign Areas*
DoD Priority Placement Program Operations Manual, July 1998
Equal Employment Opportunity Act of 1972 (Public Law 92-261)
Title 5 Code of Federal Regulations (CFR)
Title 29 Code of Federal Regulations (CFR)

Abbreviations and Acronyms

AFPC—Air Force Personnel Center
ASF—Applicant Supply File
CIPMS—Civilian Intelligence Personnel Management System
CPF—Civilian Personnel Flight
CSB—Central Skills Bank
DCPDS—Defense Civilian Personnel Data System
DEU—Delegated Examining Unit
DoD—Department of Defense
EEO—Equal Employment Opportunity
FEORP—Federal Equal Employment Opportunity Program

FWS—Federal Wage System

GS—General Schedule

IVRS—Interactive Voice Response System

JA—Job Analysis

JTR—Joint Travel Regulations

KSA—Knowledge, Skills, and Abilities

LWOP—Leave without Pay

MAJCOM—Major Command

MJR—Major Job Responsibilities

MPP—Merit Promotion Plans

OPM—Office of Personnel Management

PEP—Promotion Evaluation Pattern

PLF—Progression Level Factor

PPP—Priority Placement Program

PPRS—Promotion and Placement Referral Subsystem

PTI—Personnel Transaction Indicator

RPL—Reemployment Priority List

SCD—Service Computation Date

SES—Senior Executive Service

SEU—Special Examining Unit

SR—Selection Request

ST—Scientific and Professional Positions

TDY—Temporary Duty Travel

RIF—Reduction in Force

SME—Subject Matter Expert

STAIRS—Standard Automated Inventory and Referral System

TOF—Transfer of Function

VRA—Veterans Readjustment Act

Terms

Affirmative Employment Plan (AEP)—Local annual employment plans providing general assessment of employment conditions, addressing such information as projected vacant positions; affirmative action and FEORP goals for the next year and long range; recruitment sources likely to provide adequate candidates for the type of goals established, etc.

Ability—Competency to perform an activity at the present time; must be demonstrated by experience, education or training and not to be confused with “potential.”

Area of Consideration—The areas designed by the local merit promotion plan in which the CPF should reasonably expect to locate enough high quality candidates, as determined by the CPF, to fill vacancies in the positions covered by the plan.

Career Program—. A program designed to administer an occupation or cluster of occupations; includes work force analysis, forecasting and planning, and the systematic selection, development, assessment, and use of employees registered in the career program.

Central Skills Bank (CSB)—An automated application program within the DCPDS which allows Air Force employees to register for consideration at other Air Force installations worldwide.

Certificate—A listing of ranked candidates referred, in alphabetical order, to the selecting official for consideration for a position.

Change to Lower Grade—The change of an employee to a lower grade when both the old and new positions are under the same pay system, or to a position with a lower representative rate of basic pay when the old and new positions are under different pay systems.

Civil Service Register—. A list of eligible applicants compiled in order of their relative standing for referral to federal jobs, after competitive civil service examination.

Civilian Career Brief—A computer product display of an employee’s personnel data including overall performance rating, appraisal factor ratings, awards, training, work experience history, and similar data. The selecting official will normally receive a career brief for each employees whose name appears on a referral certificate.

Civilian Performance and Promotion Appraisal Performance Rating—A validated 9-element weighted rating system (contained on AF Form 860A) used for competitive promotion and placement purposes.

Cooperative Education Program (COOP)—Program under which a student alternates periods of education and federal employment under terms of an agreement between his/her school and a Government agency or individual installation.

Core Personnel Document—A single document which integrates the position description; performance work plan; knowledge, skills, and abilities (KSAs) for recruitment; and basic training competencies for a position.

Defense Civilian Personnel Data System (DCPDS)—An automated personnel data system for civilian employees that captures and stores key position, work history, and other vital information needed to support civilian personnel management.

Demotion—The change of an employee to a lower grade when both the old and the new positions are under the General Schedule or under the same wage grade schedule, or to a position with a lower rate of basic pay when both the old and new positions are under the same type of ungraded wage schedule or in different pay-method categories.

Developmental Opportunity Program (DOP)—Air Force career enhancing program with objectives for providing means by which participants’ capabilities are increased to their fullest extent; opportunity to enter bridge or career positions through on-the-job or formal training; and increase morale.

Excepted Service—Positions in the federal civil service not subject to the appointment requirements of the competitive service. Exceptions to the normal, competitive requirements are authorized by law, executive order or regulation.

Federal Equal Opportunity Recruitment Program (FEORP)—A federal recruitment program targeting minority, female, and disabled individuals to establish diverse pools of applicants for referral to selecting officials.

Federal Wage System (FWS)—Wage system covering employees in trades, crafts, or labor occupations, whose pay is fixed and adjusted periodically in accordance with prevailing rates.

Grade Retention—Under circumstances outlined in 5 CFR 536.103, employees are entitled to retain their higher grade when moved to lower-graded positions. The specific conditions and circumstances for grade retention entitlement are outlined in AFI 36-802, Pay Setting.

Incentive Awards—Awards based on predetermined criteria such as productivity standards, performance goals, measurement systems, award formulas, or payout schedules.

Interagency Placement Program (IPP)—Priority placement program administered by OPM.

Job Analysis (JA)—A detailed statement of work behaviors or activities (such as, duties and tasks) and worker characteristics needed for successful job performance.

Job Qualification System for Trades and Labor Occupations, Handbook—X-118C. The official manual issued by OPM for positions in trades and labor (“blue collar”) occupations.

Knowledge—Information applied directly to the performance of a function.

Leave Without Pay (LWOP)—Temporary nonpay status and an authorized absence from duty granted upon the employee’s request, or when the employee has insufficient annual or sick leave, or compensatory time available to cover an approved absence. The employee does not have to exhaust annual leave before requesting LWOP.

Merit System Principles—Statutory federal employment principles as contained in Title 5, Section 2301, *Merit Systems Principles*, United States Code (U.S.C.)

Master Personnel File (MPF)—That portion of the automated DCPDS containing key employee data; serves as basis on which PPRS and other automated placement activities operate.

Nonappropriated Fund (NAF)—Persons paid from nonappropriated funds of instrumentalities of the United States. Generally, these employees are responsible for the enhancement of the quality of life for personnel of the Armed Forces.

Official Personnel Folder (OPF)—The official repository of employment records and documents affecting personnel action during an employee’s federal civilian service. Commonly referred to as the “201 File.”

Operating Manual For Qualifications Standards for General Schedule —Positions. The official manual issued by OPM for positions in the General Schedule. Formerly identified as the “X-118 Handbook.”

PALACE Team—. A group of functional specialists, assigned to the Air Force Civilian Personnel Management Center (AFCPMC), responsible for administering a career program.

Pay Retention—Pay retention is provided to employees when the grade retention period ends or under

other circumstances when an employee's pay would otherwise be reduced. Specific provisions of pay retention entitlement are contained in AFI 36-802, *Pay Setting*, 26 April 1994.

Pay System—. Payment under such parameters as the General Schedule, Federal Wage System (FWS), etc.

Personnel Transaction Identifier (PTI)—Used by DCPDS to control input/output and the integrity of the data entered.

Priority Placement Program (PPP)—A DOD-wide placement system used to promote the stability of employment for civilian employees affected by changing manpower requirements and to provide maximum opportunity for placement in other DOD positions. Seeks to minimize the adverse effects on employees caused by actions required for the effective management of the DOD, such as RIF, base closures, consolidations, realignments, position classification decisions, overseas rotations and transfers of function. The prescribing DOD reference is DOD 1400.20-1-M. (Commonly referred to as the "Stopper List.")

Progression Level Factor (PLF)—That portion of the Promotions and Placements Referral System (PPRS) processing which contains evaluation criteria to enable ranking of competitors

Promotion—The change of an employee to a position at a higher grade level when both the old and new positions are under the General Schedule or under the same wage grade schedule, or to a position with a higher rate of basic pay when both the old and new positions are under the same type of ungraded wage schedule or in different pay-method categories.

Promotion Evaluation Pattern (PEP)—An objective statement of position requirements against which an employee is evaluated and ranked for placement or merit promotion action.

Promotion Registers—. Master listings in rank order, from which competitive referrals are made. Normally, these registers are updated on a regular and recurring, periodic basis.

Promotions and Placements Referral System (PPRS)—An automated referral capability available through DCPDS.

Qualified Candidates —Those who meet established qualification requirements for the position to be filled.

Ranking Factors—Job-related evaluation criteria that go beyond the minimum requirements specified by the basic qualification standard used to permit meaningful ranking of eligible candidates. Factors to be considered include KSAs and personal characteristics that are the best predictors of future job success.

Reassignment—. The change of an employee from one position to another without promotion or demotion.

Reduction-in-Force (RIF)—A personnel action that may be required due to lack of work or funds, changes resulting from reorganization, downward reclassification of a position, or the need to make room for an employee with reemployment /restoration rights. Involves separating an employee from his/her present position, but does not necessarily result in separation or downgrading.

Reemployment Priority List (RPL) —Career and career-conditional employees, separated by RIF who are identified, in priority order, for reemployment to competitive positions in the agency within the commuting area where the separations occurred.

Restoration Rights—Employees who enter military service or sustain a compensable job-related injury

or disability; entitled to be restored to the same or higher employment status held prior to their absence.

Selective Placement Factors. —KSAs or other requirements essential for satisfactory performance that represent an addition to the basic standard for a position.

Schedule A. —Excepted service position other than confidential or policy-determining, for which it is not practical to examine.

Schedule B. —Excepted service position other than confidential or policy-determining, for which it is not practical to hold a competitive examination.

Screening Factors—. Initial position requirements against which competitors are evaluated; normally, these are mandatory requirements, the absence of which the candidate cannot successfully perform in the position.

Shortage Category Position. —Position pre-identified as “hard-to-fill” due to unique circumstances such as remoteness of the area or location involved; undesirability of working conditions; or any other appropriate factor that impedes management’s ability to attract well-qualified candidates for placement consideration.

Skill.—Proficient manual, verbal or mental manipulation of data or things.

Selection Request (SR). —PPRS input parameters and facilitating device that allows the PEP to be translated into automated data processing.

STAIRS. —The DoD Standard Automated Inventory and Referral System, which encompasses automated search and referral processes for staffing civilian positions.

STAIRS Search Criteria. —A process used to identify and rank “best qualified” candidates.

Subject Matter Expert (SME).—Individual(s) knowledgeable in the detailed requirements of a job; usually the supervisor of the work being accomplished in the position or past supervisor or past incumbent(s) of the position(s) or very similar position(s).

Transfer.—Changing an employee from a position in one agency to a position in another agency without a break in service.